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ABSTRACT

This report summarizes a project undertaken to differentiate between career education and vocational education, to end confusion among educators, legislators, and the public about similarities and differences of the two, and to examine the various points of potential linkage between them. Part 1 enumerates the needs that this project tried to meet, its overall goals and specific objectives, and the procedures that the project staff and its advisory committee followed. Part 2 focuses on the efforts of the American Vocational Association (AVA) to clarify the scope and concept of career education by creating a task force and yearbook and including journal articles and convention speakers on career education. Also included in this part is a summary of the papers solicited from state associations and sub-groups within AVA, and a copy of the paper "Articulation of Career and Vocational Education: The Role of Professional Organizations," by Alberta Hill and Jerry Keiser. Part 3 consists of five papers dealing with the relationship of the two educational areas by Charles J. Law, Jr., Samuel Osipow, Grant Venn, Robert Lathrop, and Robert E. Taylor. Part 4, which synthesizes the literature, the papers submitted by commissioned authors, and the position papers from major interest groups, defines career education and its relation to vocational education in the areas of scope, clientele, persons involved, administrative responsibilities, and curriculum. (EIG)

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VOCATIONAL EDUCATION AND CAREER EDUCATION: THE UNCERTAIN CONNECTION

COMPILED BY

GARRY R. BICE

AMERICAN VOCATIONAL ASSOCIATION, INC.
1510 H St. N.W.
WASHINGTON, D.C. 20005

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A REPORT ON A PROJECT

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FORWARD

One of the priorities for all or education, during the past few years, has been career education. Problems with definitions, concern about funding and resources, turfsmanship, and other factors all added to confusion about similarities and differences between vocational education and career education. Recognizing some of those problems, the American Vocational Association sought and was granted some funds to attempt to clear up some of that confusion. This report is a record of some of those efforts.

This report is not intended to be the final answer to all of the problems that have caused confusion. It is, however, a foundation from which vocational educators and others may, for themselves, begin to crystalize their thinking about vocational education and career education. The analyses of past efforts and position papers developed by organizations within AVA along with the commissioned papers should provide an appropriate point of departure for future deliberations.

Recognition is due Katy Greenwood and John Skinkle for the indepth analyses and editorial efforts; Mona Payne for management and clerical efforts; the commissioned paper authors for their considered analysis and forward thinking, and to all those members of organizations within AVA who put efforts into their position papers. Special recognition is due Mr. Terry Newell of the Office of Career Education, the Project Advisory Committee Members and the rest of the central office staff of AVA. Without the help of all those involved, this report would not be possible.

Garry R. Bice
Project Director

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PART ONE: THE CONTINUING CONFUSION

"Because some members of the educational and public environments continue to equate career education with vocational education, continued effort needs to be directed toward providing inservice training, preservice education, and internships; and to encourage research, exemplary model implementation, curriculum development and dissemination, and legislative support through categorized funding."

...Olive Church, National Association of Teacher Educators in Business and Office Education (NATEBOE) in Position Paper on Career and Vocational Education, 1976-77

INTRODUCTION

In September, 1976, the U.S. Office of Education funded a project proposed by the American Vocational Association entitled, Project to Communicate Career Education Philosophy, Methods, Program Activities, Evaluation Results and the Linkage with Vocational Education - An Exemplary Model. This project was an outgrowth of the considerable confusion evident among educators, the lay public and the Congress regarding the possible linkages between career education and vocational education as they have been defined legislatively. The intent of the project was to more clearly communicate precise roles for both career education and vocational education; this report attempts to provide a critical examination of the various points of potential linkage between the two.

Prior to the project, unanswered questions concerning role differentiation and dimensions of philosophic and programmatic convergence had continued to plague both vocational education and career education throughout the promotion and development of career education; explanations of their interface had taken the form of overly-simplistic catch-phrases (i.e."vocational education is part of career education", and "career education and vocational education are not synonymous"). Throughout the development of career education, analyses of a viable, workable relationship with vocational education had not progressed beyond the superficial; differentation had been more oratorical than analytic. Therefore, after seven years or promoting the career education concept, the relationship between it and vocational education had become staid rather than increasingly productive and enriching for either career education or vocational education.

Confusion that had been apparent from the inception of career education regarding its definition and scope in relation to vocational education had, over the seven-year period, been compounded by various factors. Career education had been closely identified with vocational education from its initial thrust due to terminology, funding sources and leadership. Common terminology, by inference, especially had linked vocational and career education. Both "vocational" and "career", as terms had been used interchangeably by the lay public, educators and public officials; both terms referred to the "world of work". Other phrases that were commonly used included terms such as "saleable skill", "entry-level employment" and the emphasis on "placement". This terminology permeated both career education and vocational education and played a large part in creating the impression in the minds of many that the two were synonymous.

The lack of an operational definition also added to the confusion created by common terminology. The propensity to perceive the two as synonymous was not lessened any by Marland's introductory speech regarding career education wherein he asserted that, "As a first step, I suggest we dispose of the term vocational education, and adopt the term career education." (Marland, Jan. 1971) It was difficult to know if career education was synonymous, a replacement of or an expansion of vocational education. The confusion that had been generated was only increased by Marland's consistent reluctance to define the term "career education". His rationale was that practitioners in the field could better define the term after assessing their own situations. Consequently, each state did define it in their own ways; some placed a heavy emphasis on the guidance components of the movement while others defined it in terms of traditional vocational education. The result was even more confusion and less clarity about the relationship between vocational education and career education.

In addition, the gap between that was espoused as career education and what was actually implemented varied considerably among the states while the USOE continued to supply much encouragement for increased creativity and flexibility. After Dr. Kenneth Hoyt became the Associate Commissioner for Career Education, he began to insist that career education be defined as a concept; at the same time, educators in each state were already implementing it as a program. Many states were advocating special courses in career education and were providing special training for personnel to teach them. Not all schools chose to accept the fused-curriculum idea which had been proposed; rather, they decided to have a separate set of learning activities representing the career education concept.

Since career education was primarily funded during the early 1970's from monies designated for vocational education, the responsibility for leadership, administration, and interpretation of career education had been accepted by vocational personnel; when a change-over in funding occured with the passage of the Education Amerdments of 1974, confusion was noticeable, especially on the part of vocational educators. They were concerned about the extent of vocational leadership that should or would continue. Because there was not a specially prepared cadre of "career educators" to assume leadership, it became obviious that implementation of the concept was falling into two previously established orientations: that of guidance and that of vocational education. One predominantly stressed humanistic values and made self-actualization a priority need ahead of economic needs of career education participants; the other stressed economic values as a prerequisite to self-actualization in implementing the career education concepts.

The blend that Marland had so evangilistically proclaimed had not come to fruition. Educational leaders from the ranks of academic programs had not demonstrated a strong interest or desire to assume direction and responsibility for career education; it was left either to guidance or vocational personnel to implement. By 1976 the general thrust of career education seemed to have settled at the elementary level; it had become more similar to guidance than to vocational education. At the same time, vocational education activities at the secondary level began to include more and more "exploration" activities as a legitimate and sequential prelude to vocational education.

During the course of the project throughout 1976-77, confusion was still obvious within legislative efforts at the Federal level. Career exploration activities were included as part of the vocational components of the Education Amendments of 1976; moreover, the proposed Senate Bill (1328), April 20, 1977, included "occupational preparation" as an integral part of the career education plan for education.

By the spring of 1976, leadership within the American Vocational Association (AVA) had recognized the continuing confusion regarding the interface between career education and vocational education and was keenly interested in providing an intensive set of activities that would afford more careful analysis of the overlap, more objective scrutiny of the problem, and more realistic projections of viable connections between career and vocational education. The AVA was willing to serve as a facilitator to encourage more in-depth communication regarding this relationship. The AVA also perceived itself to be the logical organization through which broad-based involvement, discussion, debate and clarification might occur. It had furthered and provided a forum for such discussion since the beginning of the career education movement in 1970. AVA leadership felt that the interrelationship between career education and vocational education could only be enhanced by further study; both would benefit from more clearly differentiated roles. Therefore the AVA proposed to the Office of Career Education a project to study and facilitate the relationship between career and vocational education.

NEED FOR THE PROJECT

In addition to the prevailing confusion that existed in the minds of educational personnel, lay persons, and Congress, there had not been available, heretofore, the kind of indepth analyses of the relationship between career education and vocational education that was needed in certain key programmatic areas. The general dimensions of the problem and need related to: (1) the lack of a well-communicated philosophic foundation relating vocational education to career education; (2) the lack of communication citing secondary models of improved accessibility, and increased options, for all students, female and male, disadvantaged and handicapped; (3) lack of communication and review of improved strategies for providing recurrent (adult) education; (4) lack of communication depicting exemplary secondary curricular efforts in service-areas of vocational education, such as agriculture, home economics, business and office and other existing vocational programs where career education concepts had been infused; (5) lack of communication regarding the effectiveness of non-school approaches or other alternative approaches to career education; and (6) lack of communication, in general, regarding the role relationships between career education and vocational education.

In addition there had been an absence of exemplary models from which organizations and associations might organize and focus on activities aimed toward improving the linkage between vocational education and career education.

NEED FOR COMMUNICATING PHILOSOPHIC FOUNDATIONS OF CAREER EDUCATION

When the term career education was formulated in 1970, it was offered as a response to certain societal conditions that pointed to needed reform in the educational endeavor. A variety of conditions had been cited by both Marland (1974, pp. 31-68) and Hoyt (1974, pp. 2-8) as indicators for reform within the public schools. Figures, for example, indicating the number of secondary school "dropouts" had been used consistently as a reason for promoting the concepts embodied in career education. Such figures had been used initially as "shock value" for the lay public in attempting to create a climate for change; however, for a reform movement such as career education to have a lasting impact, a different kind of rationale in addition to such empirical data would need to be communicated to the general public as well as to practitioners within the educational field. Justification had not evolved from a view of the fundamental purposes of vocational education, linking educational needs to logical reasons for instruction to be included in public offerings. Value premises had not been communicated fully or well for career education. In November, 1974, USOE officers, using a Delphie Technique, attempted to assess public agreement as to basic assumptions and beliefs in career education (Hoyt, pp. 23-30); however, a more careful deliberation would have outlined the basis for a fully developed normative philosophic position, including not only beliefs, and goals, but theoretical derivations that gave a rationale in support of implementation plans. Many of the concepts which evolved into career education were first cited in education as a part of the congressional debate prior to the 1968 vocational Education Amendments (U.S. Congress, 1968). The rationale to provide career education concepts a firmer foundation need to be communicated more fully than they have been in the past in order to strengthen and link the concept to educational theory.

NEED FOR COMMUNICATING MODELS OF GREATER ACCESSIBILITY

One of the goals that consistently had been posited in career education literature had been that of creating a climate and structure for greater accessibility to a broader range of career options for all persons, K-Adult. Key components in providing greater accessibility in career education models have been "exploration" activities on the part of students. This goal for career education resulted from several past conditions which had existed such as (1) the recognized need for vocational education to assess its curriculum offerings in light of current educational needs; (2) the need to provide broader career options for women in addition to the traditional stereotyped ones; and (3) the need to broaden the career options for target populations, such as ethnic minorities, and for the disadvantaged and handicapped.

NEED FOR REVIEWING OPPORTUNITIES FOR RECURRENT (ADULT) EDUCATION

One of the basic premises upon which career education had been originally based was the idea that recurring education for adults is a necessity in a technological sociey. (Hoyt, pp. 2-8, 18) However, there had been a dearth of literature, funds, and exemplary models for addressing that component of career education. The problem of recurring education for adults is more apparent today than any time in the recent past. Enrollment figures at the postsecondary level of schooling have increased sharply in the last two years. Economic and employment conditions the past two to three years have illustrated explicitly that adults must have back-up skills and alternative career options. There has been a lack of communication regarding the extent to which career education programs have provided increased opportunities for adults. A central issue demands attention: Would adults today have had the same career opportunities if career education had not been conceptualized? The entire aspect of adult opportunity had not been examined with the aim of reviewing impact through career education programs for adults; identifying strategies that are needed to better serve this population; and recommending policies that will bring greater opportunity.

NEED FOR COMMUNICATING EXEMPLARY SECONDARY CURRICULAR EFFORTS

Since the beginning of the career education movement, the USOE has allocated a substantial portion of Part D funds from the Vocational

Education Amendments of 1968 for exemplary curricular models in career education. Many of these models may have been exemplary only to the exemplar. There has been a lack of communication as to their effectiveness and consequently there is still a need for additional curricular change at the secondary level. There have been attempts throughout the career education movement, within the constituent fields comprising vocational education, such as home economics, agriculture, business and office) and etc. to explore ways of infusing career education content and concepts with existing methods. These explorations had not been reviewed, assessed and communicated to the practitioners of career education.

NEED FOR REVIEWING NON-SCHOOL APPROACHES IN CAREER EDUCATION

One of the conditions cited in the original criticisms of schools, which prompted the need for career education was the rigid, traditional schooling process. Career education advocates have consistently urged the offering of alternative approaches to schooling as an aid to career exploration and choice (Hoyt, p. 18). Many of these new and different approaches have been funded by vocational education monies as experimental projects. A general review and analysis of the worth of these approaches has not been communicated thus far to vocational or career education practitioners.

NEED FOR REVIEWING ROLE FUNCTIONS, ROLE OVERLAP, AND ARTICULATION BETWEEN CAREER EDUCATION AND VOCATIONAL EDUCATION

Due to the fact that career education concepts originated at approximately the same time that certain movements within the field of vocational education were tending to broaden the responsibility of their programs, much confusion had resulted in the minds of the general public, education practitioners, and legislators in general regarding the role and function of each. This confusion had been amplified due to the fact that federal vocational funds, to a large extent, were the source for the development of career education. Within the field there had been apprehension, misgivings, and some animosity that vocational education funds had been directed at program efforts not clearly identified by all vocational educators as appropriate use of vocational funds. The efforts to assess responsibility on the part of vocational education in essence have been unnoticed by many due to the even greater expansiveness of the career education movement. As a consequence, the entire concept of vocational education in relation to career education has not been clarified.

It had been frequently observed that career education would broaden vocational education, with the inherent presumption that such broadening would be desirable; but it had also been possible to hear the observation that career education would narrow vocational education, with the concept of narrowness having a negative connotation. The resultant communication problem had become one of increasing magnitude and therefore, should be addressed in an effort to strengthen both career education and vocational education. This project has attempted to provide more precise attention to role and purpose dimensions of both career education and vocational education and the ways they can best be coordinated and collaborated.

SUMMARY OF NEEDS

In summary, this project was a response to several identifiable weaknesses in career education that practitioners within the field of vocational education can strengthen. The strengthening would focus primarily on the following problems: (1) lack of fully-formulated philosophic base; (2) lack of knowledge concerning impact on persons

Through accessibility to career programs; (3) lack of noticeable progress in impacting adult programs for recurring education on the upper end of the in-school age range; (4) failure to communicate effective methods in secondary programs for linking vocational education programs and career concepts; (5) lack of knowledge concerning new and alternative approaches to career exploration and decision-making; (6) lack of understanding regarding the relationship between career education and vocational education.

In attempting to attack the above problems and needs, this project has provided exemplary processes and procedures for bringing together membership subgroups within a national organization to deliberate and address specific issues and problems.

There are overarching needs, in addition to the ones identified above, for a national professional organization to address communication problems. It was thought that perhaps a professional organizational framework would be the best structure for addressing the problem of communication itself. The topic of career education had been addressed in many kinds of ways heretofore: as aspects of governance; extensively, as projects in individual schools; and as public presentations. However, the topic of career education had not been previously addressed from the standpoint of a total field by a professional organization such as the American Vocational Association. This project has given that opportunity and anticipates that more intense analyses will follow on the part of State Associations.

GOALS AND PURPOSES OF THE PROJECT

This project has had both principal and subordinate objectives. Because the applicant was an association, its role must be that of a facilitator. The association has utilized its membership and its constituent sub-groups within the organizational framework to implement its goals and also to verify and validate those goals. Therefore, the general objectives of this proposed project were ones of facilitation. They were:

To provide a forum for discussion, debate, conceptualization and recommendation on the issues and problems in career education;

To provide a vehicle for gathering together the best efforts and results from vocational education relating vocational education to career education for communication purposes;

To provide a structure for continuous concentration on the topics which relate vocational education to career education;

To provide publications and media coverage in support of the clarification and recommendations resulting from the project; and

To create a basis for future legislative and funding recommendations concerning career education and vocational education.

Specific objectives of this proposed project related to visible outcomes that were to be realized from the project. They were:

To communicate a philosophic foundation for the growth and continuation of the concepts providing a linkage between vocational education and career education;

To communicate models of programmatic effort that have increased accessibility to all persons -- both male and female, and also disadvantaged and handicapped students;

To communicate exemplary ways that recurring education has been demonstrated for adults desiring such opportunities. The extent of impact in this area would also be examined and communicated;

To communicate exemplary secondary curricular efforts in existing programmatic efforts, such as agriculture, home economics, business and office, etc. where career education concepts have been utilized in curricula;

To communicate the results of non-school approaches to career exploration and decision-making in order to review and assess the capacity of these approaches;

To communicate the status and effort of interchange between career education and vocational education and recommend role functions and the extent to which mutual support and accommodation may be needed;
and

To provide an exemplary model that will demonstrate processes and procedures for mobilizing organizational subgroups to address specific issues.

In addition to the results anticipated from the general and specific objectives, this project has attempted to contribute significant benefits for education, career education, and vocational education. It is anticipated that the discussion and interest created by this project will be seen in an increased thrust for more intensive collaboration and cooperation between all interested participants concerned with bringing career education concepts to fruition. It should result in re-thinking the formulation for new legislation and funding patterns that will aid and support both career education and vocational education.

Specifically, this project has attempted to assist vocational educators toward unity and direction in their attempts to develop feasible and workable ways of implementing career education. In Part IV of this report, policy recommendations for the future are communicated with the expectation that they serve as a focal point for developing a comprehensive and articulated approach to career education.

Finally, this project has attempted to give support to the AVA establishing within its own program of work, a role identity involving career education; it has attempted to provide the mechanism for formulating a more deliberate legislative position on career education in conjunction with the mission of vocational education; and this project has attempted to provide impetus and direction for activities in the various states that will be continuous in relating career education to vocational education.

PROCEDURES OF THE PROJECT

Once the project staff was identified (See Appendix A) and members of a Career Education Advisory Committee (See Appendix B) were named from the AVA Board of Directors, planning meetings were held to identify time lines, a delineation of responsibilities and an overall briefing of key membership within AVA. Since the advisory committee would be a pivotal group in the work of the entire project, initial activities providing for their orientation and exchange of views comprised the first few weeks of the project.

Prior to identifying major tasks of the project, both project staff and the advisory committee undertook an intensive examination of all prior activities, task forces, and position statements sponsored by the AVA in regard to career education. From the inception of career education, the AVA had been vitally interested in the concept and had served as a facilitator of special projects, and special focus in regard to career education as it has related to vocational education.

One of the first tasks of the project centered around the commissioning of major papers, position statements, and "state of the art" reviews which were directly related to the project goals and objectives. Specific criteria was developed by the advisory committee to guide the production of the commissioned papers. Authors were identified according to criteria established by the advisory committee and contracted according to established guidelines and frames of reference. (See Appendix C)

Another initial task of the project involved the solicitation of position statements from associations, organizations and other major interest groups within AVA which were concerned about the future clarification and expansion of the relationship between vocational education and career education. This aspect of the project afforded the opportunity to assemble the views of subsidiary groups and thereby maximize the potential to formulate and communicate a rationalized position on the relationship between vocational education and career education. Specific guidelines were developed to facilitate a uniformity in reporting the positions. (See Appendix D)

Once the commissioned authors were identified and provided criteria for addressing the substantive issue in a career education-vocational relationship, and once the sub-groups within the American Vocational Association were invited to provide position papers, the main thrust of the project was undertaken by the project staff in communication with the Advisory Committee. There were four sub-stages to the project staff activities: they conducted reviews of literature pertinent to the topical areas under consideration and gathered information from various career education conventions and meetings as to the current status of a career-vocational education relationship; they reviewed and analyzed the papers submitted by the commissioned authors; they reviewed, critiqued and synthesized the position statements submitted from major interest groups. Finally, during the last sub-stage, the project staff synthesized all information gathered previously and conceptualized a rationale base for determining the relationship between career education and vocational education (Part IV of this report).

Throughout the conduct of the project, an additional task of the project staff was to disseminate information regarding the project. Project briefings were held in many states and in connection with the AVA convention. News commentaries were provided in publications of the AVA, and various state organization newsletters.

The project staff, throughout the project, attempted to draw from as many of the resources of the AVA as possible and to involve as many of its members as feasible in examining the relationship between career education and vocational education.

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PART TWO: AN EXEMPLARY MODEL-THE AMERICAN VOCATIONAL ASSOCIATION AS FACILITATOR

"Policies are not clear on the national, state or local level regarding relationships between career education and vocational education. The U.S. Office of Education must resolve the issue within its own house before the states can effectively relate to where to go from here.

...perhaps the AVA project will provide that needed initiative."

... Robert V. Kerwood, American Vocational Education Professional Development Association (AVEPDA) from Position Statement on the Relationship of Career Education and Vocational Education, 1976-77

PAST ACTIVITIES OF THE AVA

Since the beginning of the career education movement, the American Vocational Association (AVA) has sponsored many activities in the interest of examining, interpreting, and promoting career education concepts; it has served as a facilitator of discussion, focus and overall attention to the growth and development of career education. Possibly one reason for this interest has been the predominate view among the membership of the AVA that career education grew out of an expressed need for an expansion of vocational education. Preceding the career education movement by four years, policies recommended by the AVA called for an expansion of vocational education both programmatically and by type of client to be served. Resolution Thirteen adopted by the AVA House of Delegates, December 8, 1966, Denver, Colorado resolved that:

> "...AVA join with those responsible for the elementary and post-secondary schools in developing programs of occupational education appropriate for all students and participated in by all students in elementary schools, junior and senior high schools, and post-high school institutions." (American Vocational Journal, February, 1967, pp. 47-50)

The resolution further called for the following concepts: (1) students should receive realistic occupational information and guidance, adapted to individual needs, and provided at appropriate times in their school careers; (2) parents should be aided in guiding their school-age sons and daughters in making realistic occupational choices; (3) all professional personnel in a school system who have a relationship to occupational choice, competence and advancement should be involved in planning programs of occupational education; (4) schools should provide supervised work experiences, and (5) shools should provide placement services when students are ready to enter the labor market. That resolution was a forerunner of the career education movement and actually was signaling for many of the things to occur in public schools that the career education movement called for four years later: involvement of all school personnel, involvement of parents and the community, occupational awareness at the elementary level, work experience, and placement programs.

Since Marland's announced plans for career education in January, 1971, the AVA has continuously undertaken a variety of activities designed to further and enhance the development of career education. Such activities have included a Special Task Force on Career Education, AVA House of Delegates Resolutions concerning career education, an AVA yearbook, numerous articles included in the AVA Journal on a wide range of topics concerning career education, and many program topics included in its convention programs from 1971-1976.

AVA TASK FORCE ON CAREER EDUCATION

The first activity, which the AVA sponsored, following the promotion of career education by the USOE was a Task Force meeting of 100 key professional leaders within vocational education, representing selected groups and organizations affiliated with AVA. The Task Force on Career Education met December 2, 1971 in Portland, Oregon for the purpose of formulating a recommended position for AVA on career education. The results of these deliberations were published by the AVA in a monograph, Report of AVA Task Force on Career Education. (American Vocational Association, December 2, 1971)

Essentially, the task force provided a forum for discussion of the concept of career education; study groups were organized from the 100 representatives and papers were presented by the following interpreters of career education: Rupert Evans, Gordon Swanson, Kenneth Hoyt, Carl Lamar, and Garth Mangum. The report provided a concept of career education that was definitive and outlined characteristics of a good career education program. The position stated that career education should place all participants on the next educational or occupational step and assure that all school-leavers were prepared for work.

Major issues were identified and a suggested AVA position offered. The four issues, with resulting suggestions were as follows:

1. *Issue of leadership for career education* - the recommendation stated that since career education was clearly concerned with career choice and preparation for employment, the agencies and associations providing direction to vocational education should give leadership to career education. Activities which were deemed appropriate included sponsoring a national forum in order to develop guidelines, establish legislative goals, and define the role of various programs in relation to career education.

2. *Issue of financing of career education* - the recommendation pointed out that additional funds whould be needed to finance career education from that already designated for vocational education within the purpose of the Vocational Education Amendments of 1968. It was recommended that the AVA take leadership in identifying and promoting legislation which would authorize categorical funding for all segments of career education, including vocational education.

3. *Issue of the relationship between vocational education and career education* - the placement and importance of vocational education in the total context of career education was a concern to many vocational educators. The recommendations centered around a broad enough definition of vocational education to still make it an identifable component of career education.

4. *Issue of the role of AVA in communications* - this issue was concerned with primary responsibility for communicating the career education concept. Recommendations included positive ways that the AVA could promote and communicate the concept through institutes, program topics, in conventions, in special publications, by holding special conferences and all in all providing visibility within the AVA organizational structure for emerging aspects of career education.

These issues and recommendations in the report of the AVA Task Force on Career Education led to certain resolutions that were drafted at the Portland Oregon convention and subsequently began the sequential set of resolutions that would evolve over the next six years.

RESOLUTIONS FROM THE AVA HOUSE OF DELEGATES

Resolutions were passed on December 8, 1971 in Portland, Oregon by the House of Delegates, which in essence, recognized the career education movement and recommended certain policies and plans for the immediate future, which included:

> ...convening a national forum on Education for Careers which would emphasize the convergence of the movements of vocational education, technical education, vocational guidance, vocational development theory, developmental tasks, practical arts, self-concept development, occupational structure, social stratification, and decision-making into a comprehensive program of Education for Careers
>
> ...prepare and disseminate publications and information on Education for Careers
>
> ...promote a White House Conference on Education for Careers
>
> ...initiate major legislative effort within the 92nd Congress to provide support for Education for Careers in the following ways:
>
> (a) programs K-adult level to develop awareness, orientation, exploration, and preparation in occupations
>
> (b) programs to be jointly sponsored by business and industry and education
>
> (c) programs for the career of homemaking
>
> (d) programs of vocational guidance
>
> (e) programs for placement activities
>
> (f) curricular development
>
> (g) personnel development

(h) research and development programs

(i) national, state and local advisory councils on Education for Careers (American Vocational Journal, Dec. 1971)

Two years later, December 5, 1973, in Atlanta, Georgia, the AVA House of Delegates again took up the issue of career education. The resolution which resulted emphasized that career education enhances overall goals and purposes of all education, including vocational education and that it was intended to be a unifying element for all educational agencies and processes; consequently, the view was that career education would require leadership, commitment, and resources from all educational disciplines and community agencies in addition to vocational education. The statement pointed out that since the inception of the career education movement, much of the leadership and resources had come from the vocational education programs; the concern was raised that because of the commitment and interest on the part of vocational education, misconceptions and confusion had resulted that interpreted career education and vocational education as one and the same. Recommendations urged that the AVA seek guidelines which would clarify the role and contributions of vocational education in respect to career education and identify action steps to involve vocational educators with all educational personnel and school and community agencies in the promotion, development implementation, and evaluation of a comprehensive career education program. The final recommendation was that the AVA strongly support alternative sources for funding career education in addition to those appropriate for vocational education programs. (American Vocational Journal, Dec. 1973)

Again, two years later, December 10, 1975, in Anaheim, California, discussion was held within the House of Delegates and resolutions were passed concerning career education. The discussion at that meeting centered around the same themes that had been expressed two years earlier. In essence, the view was that career education was beneficial to all of education and should require commitment, interest and resources from the entire educational community; previously, leadership and funding had been predominantly supplied by the vocational education community with the result that there was much confusion regarding the relationship between career and vocational education. The resolutions emphasized that:

> "...the AVA continued its leadership to clarify the relationship between vocational education and career education..."

The resolution also urged that emphasis on career education through legislation be promoted apart from vocational education. A concluding statement re-emphasized that the AVA should promote the fact that vocational education is a component of career education and is necessary to the successful fulfillment of career education. (American Vocational Journal, Dec. 1975).

AVA YEARBOOK ON CAREER EDUCATION

The Third Yearbook of the American Vocational Association, edited by Joel H. Magisos, published during 1973 was entitled Career Education. (Magisos, Third Yearbook of the American Vocational Association, 1973). It was an effort intended to give diverse views regarding career education; the 34 authors who contributed to the book represented all aspects of vocational and career education. The book was organized into five parts in an effort to help the reader explore and study some major facets of career education.

The five parts of the book focused on:

...foundations of career education, including its evolving definition, historical antecedents, underlying value structures, theoretical framework and possible legislative aspects

...career development and its related concepts, such as career awareness, career exploration, and occupational preparation

...ways that programs and processes might facilitate career education through personnel development, research and development, and curriculum

...different models that could be utilized for career education

...perspectives from various role functions in education, such as teacher, counselor, local director, principal, professor, university president, and labor specialist

AVA JOURNAL ARTICLES

Beginning in January, 1972, the AVA Journal, through its editorial policies, has included articles continuously in an effort to interpret and clarify all aspects of career education. The views included have been diverse and have been included as a means of increasing the awareness and possibilities for implementing career education. The articles generally have been extremely positive in tone, and have emphasized the potential relationship between career and vocational education. A listing of career education articles that have appeared in the AVA Journal January, 1977 to May, 1977 is included in Appendix E.

AVA CONVENTION PROGRAM TOPICS

Another way that the AVA has increasingly brought attention to the career education movement and attempted to provide communication regarding its status has been through the forum of its annual conventions. Keynote speakers, USOE spokespersons for career education, small-group presentations, service-area emphasis, and special presentations have kept the underlying ideas of the career education movement before the membership of the AVA.

STATE ASSOCIATION POSITION PAPERS

One of the specific overarching objectives of this project was to provide an opportunity for state association and organizations and sub-groups within the organizational structure of the AVA to outline a position paper on the relationship of vocational education and career education. Specific guidelines were provided to these sub-groups (Appendix C). They were asked to reflect about the relationship within the legislatively defined terms of both career education and vocational education.

Generally, the state association position papers reflect and support the most recent statements of the American Vocational Association. They restate the concern that there is confusion regarding the relationship between career education and vocational education; they emphasize the view that legislative funding should be provided for career education apart and in addition to funds for vocational programs. They unaimously support the idea that vocational education is part of career education. Generally, the state associations support the idea of a fused curriculum for implementing career education. However, concerning the idea that career education is a concept rather than a program, there was confusion regarding this particular distinction. At least one state association pointed out that career education is both a concept and a program.

Concerns that were voiced within the position papers reflected the unresolved issue of who should organize and administer career education. That question loomed large in the various positions submitted.

Many of the papers identified a priority need for state plans to be developed for career education; this need was seen as a related need to federal legislation for career education, or categorical funding for career education within existing legislation.

A list of contributors and submitters of state association position papers is included in Appendix F.

AN ANALYST'S VIEW OF AVA'S ROLE IN ARTICULATING CAREER EDUCATION AND VOCATIONAL EDUCATION

One of the major contributions to this project has been the work of the various commissioned authors identified by the advisory committee to provide special foci. One of the topics deemed to be significant to this project was an analysis and position regarding the institutional and/or organizational requirements needing attention in order to establish durable relationships between vocational and career education.

Dr. Alberta Hill, of Washington State University, has been active in vocational associations at the local, state and national level She was commissioned to give her perspectives regarding the past role of AVA regarding the facilitating and/or articulating of career education and vocational education. She was asked also to give her views on what the role of state and national associations should be in this type of activity, and to speculate as to what could be done in the future.

Dr. Hill's and her co-author, Jerry C. Keiser's paper as follows completes this part of the project report.

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ARTICULATION OF CAREER AND VOCATIONAL EDUCATION: THE ROLE OF PROFESSIONAL ORGANIZATIONS

by

Alberta Hill and Jerry Keiser

INTRODUCTION

A discussion of the role for professional organizations in promoting the articulation -- integration or coordination -- of career and vocational education will have little meaning, and no chance of being translated into action, without common definitions of: (1) Career education, (2) Vocational education and (3) Articulation. Career and vocational education have been thoroughly discussed in earlier portions of this text. The many facets of meaning associated with each will not be repeated. However, to provide a frame of reference for considering the role of professional organizations, generally accepted definitions are noted below.

Vocational Education

Vocational education is defined in Public Law 90-576 thus:

"Sec. 108. For the purposes of this title-

> "(1) The term "Vocational education" means vocational technical training or retraining which is given to schools or classes (including field or laboratory work and remedial or related academic and technical instruction incident thereto) under public supervision and control or under contract which a state board or local educational agency and is conducted as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations and in new and emerging occupations or to prepare individuals for enrollment in advanced technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies regulation, to be generally considered professional or which requires a baccalaureate or higher degree; and such term includes vocational guidance and counseling (individually or through group instruction) in connection with such

training or for the purpose of facilitating occupational choices;"

Those familiar with this definition will recognize the exclusion of "related instruction" and staff development activities. Professional organizations will be concerned with the preparation of teachers, supervisors and directors if they endeavor to articulate career and vocational education. These however, become vehicles for articulation, not elements to be articulated.

Career Education

Career education has been defined in An Introuction to Career Education, A Policy Paper of the U.S. Office of Education (1975), as follows:

> "Career education" is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living.
>
> "Career," as defined here, is a developmental concept beginning in the very early years and continuing well into the retirement years. "Education," as defined here, obviously includes more than the formal education system. Thus, this generic definition of career education is purposely intended to be of a very broad and encompassing nature. At the same time, it is intended to be considerably less than all of life or one's reasons for living.

Acceptance of these two definitions presents some difficulty in discussing articulation: the legislated definition of vocational education specifies planned programs of educational instruction or agencies while the broad and encompassing definition of career education includes more than formal education. But, articulation between institutional programs of career education and vocational programs seems a more feasible goal for educators and professional organizations. The scope of this discussion, therefore, will be limited to articulation within planned educational programs.

Articulation

Carter V. Good in the Dictionary of Education - Third Edition gives two related definitions of articulation which are quoted here to clarify the focus of this discussion (underlining is that of the writers).

1. Articulation in curriculum: the organization of classroom instruction, cocurricular activities, and other interdependent and interrelated services of the school system so as to facilitate the continuous and efficient educational progress of students from grade to grade and from school to school; also, the interrelation of the school's instructional program with the educational programs of other available instructions or with work opportunities.

2. Articulation in programs: (a) The process of so arranging the instructional programs of the successive grades and divisions of the school system that a closely interlocking, continuous, and consistent educational environment is provided for students as they progress through the system; (b) the degree of continuity, consistency, and interdependence in the offerings of the successive grades and divisions of the school system.

The word "Articulate" as currently used in lay language and as defined in dictionaries has two, seemingly opposite, meanings: "distinct" and "united". Discussion of the articulation of career and vocational education is based on two assumptions which emerge from these two facets of the definition. First, it is assumed that career and vocational education can be identified as distinct, separate parts of an educational system. Then, it is also assumed that these distinct parts can be joined--united or integrated--into the total education of an individual.

While addressing a national workshop sponsored by the American Vocational Association in cooperation with the American Personnel and Guidance Association and the National Advisory Council on Vocational Education, Kenneth B. Hoyt (Director, Office of Career Education, U.S.

Office of Education) spoke of "...building collaborative relationships among the various parts of education..." He noted that career education can serve as an effective vehicle for building collaborative relationships. Sidney P. Marland, in an interview for National Public Radio's OPTIONS IN EDUCATION program on Career Education, indicated that career education forms an arch between academic and vocational education--and that it "marries" these two fundamental aspects of education. The National Advisory Council on Vocational Education in their eighth report A National Policy on Career Education, suggested that the results of integration of all education thought and practice should be called career education. In the terms of the National Advisory Council on Vocational Education, Hoyt, and Marland, "Career Education" becomes the "joint" referred to as a linkage. It may be considered a third facet of the definition for articulation.

PURPOSES OF SECTION

The purposes of this section are to:

1. Identify the roles and responsibilities of professional organization in articulating vocational education and career education.

   Comment:
   The roles and responsibilities of professional organizations in articulating career and vocational education are derived from the basic goals and purposes of professional organizations in a democratic society.

2. Review efforts which have been made by professional organization in assuming this responsibility.

   Comment:
   The examples of efforts of professional organizations are cited only as examples. The aim is to suggest action; it is not to provide a comprehensive report.

3. Suggest ways in which efforts made by professional organizations can be strengthened.

Comment:
The ways in which professional organizations can strengthen programs for articulating career and vocational education are presented as challenges. It is expected that these will be debated, revised, improved, supplemented -- and even rejected. They are presented as stimulants to thought; they are not presented as the solution.

PROFESSIONAL ORGANIZATIONS

Organizations of professional groups join labor unions as one of the important, if not the major, non-governmental influence on the quality life in our society. Professional organizations set standards for the preparation and credentialing of members of the profession, conduct various types of evaluation and accreditation of professional services, develop codes of ethics and provide services to protect the rights and privileges of members. The ultimate goal of these professional organizations is usually stated as the improvement of services to society and betterment of human life.

The philosophy and purposes of the American Vocational Association outlined in A Study of the Organizational Structure of the American Vocational Association (1973) indicates that the chief purposes of the organization are to:

1. Represent the professions and individual members in governmental relations.
2. Set standards for the profession and provide for professional development of members.
3. Serve as a channel of communication and coordinate activities of members and groups within the organization and related organizations and agencies through publications, conferences, symposia and meetings.
4. Conduct and/or promote research and developmental activities.

When the membership of AVA was surveyed during this study, they gave highest priority ratings to those activities which represent and communicate the members views to other groups. Sixty-seven percent of the members responding rated the activity of representing vocational education's viewpoint to other professional associations, business, industry and labor organizations as "indispensable". Consequently, the reported preference of the membership and the stated purposes of the American Vocational Association have clearly identified the Association's responsibility to clarify the scope and goals of career education, to represent the point of view of its members, and to work with other professional groups in developing an articulated program of career and vocational education.

Although greater emphasis has been focused on the AVA in this paper; other professional organizations are also considered. In order to incorporate the purposes of other associations, and to provide a useful framework for the topic, the following eclectic list of purposes of professional organizations will serve as a basis for discussion.

1. Provide dynamic leadership for the professional field.
    a. Initiate new ideas and change -- provide the "cutting edge" for developments within the profession.
    b. Establish organizational structure which allows for new and evolving programs.
    c. Encourage and support experimental programs.
    d. Provide leadership training for new developments -- initial training programs which may later be incorporated into the established professional education structure.
2. Provide and promote open forums of members for the study, clarification and discussion of major concerns and resolution of issues.
3. Establish mechanisms for communicating and cooperating with other groups who have related concerns -- on a short-term and/or long-term basis.

a. With other professional organizations:
Develop and clarify philosophy, purposes and procedures of new developments.

Share with other groups relevant knowledge and experiences.

Provide for articulation among related programs.

b. With citizen and legislative groups:
Develop citizen understanding of new programs and provide for citizen input.

Secure legislative support for development.

DYNAMIC LEADERSHIP

Initiating A New Idea

Sydney P. Marland, Jr., former Commissioner of Education, is known as the "founder" of career education. The emergence of the concept has been reviewed by Marland in a number of speeches and articles and views of the genesis of the career education movement are noted in other sections of this text. Several individual educators are cited for their influence or leadership. However, none of the speakers and writers who discuss the origins of career education give any credit for initiating the concept to the concerted efforts of professional organizations.

Criticisms of vocational education and general dissatisfaction with the outcomes of schools are given as reasons for the emergence of career education. There is no documented evidence that a group of concerned, future-minded members of a professional association meeting to formulate the concept of career education. The thousands of words in professional journals and hours of speeches, panels and seminars at professional meetings appear to be the result of stimulation from outside the professional organization and/or a response to stimulation. They do not appear to have been the initiatory influence.

It is possible that the lack of documented evidence of the influence of the professional organizations is misleading. A thorough study of the social-psychological dynamics of the interactions between professional organizations and governmental agencies might reveal an influence which is not apparent, and possibly not recognized by either the members of the profession or the agency. It is clear, however, that the professional organizations did not publicly initiate the concept of career education. It was the U.S. Office of Education and not the Association for Supervisor and Curriculum Development of the American Personnel and Guidance Association or even the American Vocational Association which provided the "cutting edge" for this new development.

The leadership role in education fulfilled by units of governments has long been debated. It is not the purpose in this case to either defend or criticize the initiator-stimulator roles of governmental agencies. However, it should be pointed out that _if_ initiating new ideas and changes within the profession is the role of associations supported voluntarily by dues from members of the profession rather than from tax supported institutions, the educational professions have not fulfilled this responsibility in the instance of career education.

Early Leadership in AVA

An organizational structure within professional associations which will encourage the support of new and evolving programs can be built into the constitutional structure of the organization or developed on an ad hoc basis. The American Vocational Association utilized the latter approach in assuming responsibility for career education. A task force of the AVA met in December of 1971 for the purpose of formulating a recommended position on career education. This task force was composed of 100 vocational leaders representing selected groups and organizations affiliated with the AVA. The major issues covered in the position paper developed were reported in the American Vocational Journal. (January 1972) The task force agreed the AVA should assume the leadership role:

1. As a catalyst by sponsoring a national forum, with broad representation from major educational and other related groups, in order to develop guidelines, establish legislative goals, and define the role of various association programs in relation to career education.
2. In identifying and promoting legislation to authorize categorical funding for all segments of Career Education, including vocational education.

The Task Force also suggested that the AVA give visibility within its organizational structure to emerging aspects of career education.

The Task Force's position provided general goals for the AVA and committed the Association to developing guidelines, defining the role of various programs and communicating with other groups. It was a philosophical position paper rather than a guide for planning a career education curriculum. It did not focus on the methods of articulating career and vocational education.

The American Vocational Association and the National Vocational Guidance Association also established a joint commission in 1971 to prepare a position paper on career development. The paper outlined responsibilities of vocational educators, academic teachers and administrators as well as the guidance specialists. However, it was not specific with regards to the objectives, content and sequencing of a curriculum which would achieve the goals.

Experimental Programs

The original impetus for experimental programs in career education and experimental models for articulating career and vocational education came from the U.S. Office of Education and state agencies for guidance and vocational education. This statement does not deny that highly creative programs were developed by individual educators and groups within individual school systems. It implies that at the state and national level, educators relied upon governmental agencies, not professional organizations, to provide initial direction and leadership.

The professional organization's role in the initiation of career education and the development of experimental models for providing linkages between career and vocational education has been to facilitate communication through publications, conventions and seminars. For instance, the school-based, home, and community-based and employment-based models of career education, (originating as research projects in the U.S. Office of Education and later transferred to the National Institute of Education) became well known to many educators through the communication efforts of professional organizations.

Leadership Training

Perceptions of career education have differed among the educators who accept and support the concept. There has been a difference in perception of the objectives, the content, the teaching strategies and the curricular sequence. On the other hand, one perception which apparently has been shared by many is that career education involves all levels of education and, therefore, the teachers at all levels. Consequently, it has been generally accepted that all teachers needed preparation to accept their new responsibility.

State education agencies, usually the vocational education agency, quickly allocated teacher education or exemplary program funds to support intensive training programs. Some training programs were conducted by state agencies; some were carried out by grants to local schools or teacher training institutions. Vocational educators and guidance personnel in colleges and universities developed new courses, planned special summer session offerings and re-directed existing courses to provide teachers the necessary learning experiences.

The strengths of these training programs have been (1) the enrollment ot teachers representing all education levels in the same course or workshop and (2) the presentation of models or patterns for articulation. A weakness in many of these programs has been that the patterns of articulation were too general to provide the teachers the guidelines needed to assure the continuous development of the learners and prevent overlap in learning experiences. In some instances, models have been presented as the model without the flexibility which would allow for adaptation to local situations. In "crash" programs, teachers were introduced to a pattern for career education activities but little opportunity to explore the philosophical basis and educational concepts. If the "recipe" given did not work in their situations, teachers had no background for making curricular decisions which would lead to a more effective program. An even greater weakness in these programs has been the fact that they were planned and initiated by vocational educators or guidance personnel. They often did not include elementary supervisors, general curriculum directors or administrators in either the planning or the training activities.

The professional organizations which have accepted career education as a viable program -- the American Vocational Association (AVA) and the National Vocational Guidance Association (NVGA), a division of the American Personnel and Guidance Association -- did not establish the models for leadership training as a part of their national programs. Ideas for teacher preparation have been communicated through national meetings and journals but not initiated or not planned by the associations. Initiators and planners are, of course, members of the professional associations but leadership training programs have been developed by professionals in their roles as faculty members, supervisors or agency staff. Approval of and support for these efforts have come from the local school boards and administrators. The support has not come from executive boards of the professional organizations. Acceptance of a more dynamic leadership role by professional organizations might well have included other leaders from such groups as the National Association of Secondary School Principals, a variety of professional organizations representing elementary school personnel, the Association for Teacher Education, and the National Association for Education of Young Children in developing and demonstrating models for leadership training. Having done so, many of the relevant professional associations then could have been influential in disseminating these models for use within teacher education institutions and the state departments of education.

FORUMS FOR CLARIFICATION

AVA Conventions

A review of American Vocational Association Convention Programs clearly documents the AVA's attempt to use the sessions of their conventions as a forum for members to study and clarify the purposes of career education and to discuss pertinent concerns and issues. The 1971 convention in Portland, Oregon provided the platform for Dr. Marland's presentation of the concept. In addition, a philosophy of goals for career education were presented in general sessions by Dr. Byrl Shoemaker and Dr. Aleene Cross. The AVA Task Force on Career Education, referred to earlier, met during the convention. Division and Departmental groups used the career education theme as part of and their programs. The wide use of the term "career development" throughout the convention was also probably instrumental in raising the level of awareness among members. However, in most of the Division and Departmental meetings, the inclusion of the concept appeared a bit "forced". For example, in the "Unshackling Career Education" sessions in Secondary and Postsecondary meetings, career education was discussed only as a peripheral matter. In other sessions such as that of the National Association of State Directors of Vocational Education which was titled "The Role of Vocational Education in a System of Career Education" and the Health Occupations Division topic, "Career Education versus Occupational Education and its implications for Health Occupations Education", discussion was more directly related to the career education concept.

Career education has been continued as a focus of attention for divisional and departmental sessions in succeeding conventions. In 1974, presentations and topics included: "Career Education -- A Curriculum Process", Secondary Department; "Career Education Model in Dade County", Administrative Division; "K-6 Career Education Activities", Industrial Arts Division; "Evaluation of the Research for Better Schools Career Education Program", New and Related Services Division; and "Career Education -- Impact and Meaning for Vocational Education in Big Cities", AVA Task Force on Vocational Education in Urban Areas.

Over time, the quantity of AVA Convention programs with career education as a theme tended to decline but the relevance of the programs presented improved. Articulation was a topic of several sessions at the 1975 convention. The articulation of career and vocational education was a topic of discussion for both the Technical Education Division and the Trade and Industrial Education Division.

Presentations of Other Organizations

Dr. Sidney P. Marland's views of career education were of sufficient interest to all educators to stimulate a number of organizations to seek him as a speaker for meetings and conventions. In May of 1971, he spoke at the annual meeting of the State Directors of Vocational Education. At that formative stage of the concept, Dr. Marland endeavored to explain why he had earlier urged that the term "vocational education" be dropped in favor of "career education". Although that explanation may have been less than satisfactory to many of the Directors, he did provide specific descriptions of the models being developed as the "...first comprehensive attempt to devise a career education system to serve virtually all Americans."

Dr. Marland also addressed groups at various other professional meetings such as that of the National Association of Secondary School Principals. Unfortunately, he did little to clarify the distinction between career and vocational education or explain their interdependence. Those presentations lacked guidelines to insure continuous progress of students from grade to grade. The members of the professional organizations listened and added "career education" to their vocabulary, but few followed up with efforts to develop specific plans to implement an articulated career education program.

MECHANISMS FOR COMMUNICATION AND COOPERATION

A large number of professional organizations have direct concern for education programs which are involved in articulating career and vocational education. No one professional organization can assume the complete responsibility. *IF* professional associations are to assume leadership in this task, a mechanism must be devised for facilitating communications and coordinating activities of the various organizations. They have limited time and resources for cooperative ventures; and eventhough members of professional associations are often vocal with self-criticisms concerning "talking to each other", it is difficult to do otherwise. If articulation of career and vocational education is important, and if professional organizations are to assume a leadership role, all professionals at all levels of education and representing many subject matter areas need to be involved.

Career Education Development and Articulation Consortia

The role of professional organizations in the articulation of career and vocational education could be to organize a formal consortia to collate existing models, coordinate curriculum development, and disseminate information to their memberships and relevant publics. It would probably be desirable if one organization took the initiative to organize a consortia of one or two representatives from seven to fifteen organizations. The initiative in this particular instance should probably come from the American Vocational Association, the American Personnel and Guidance Association or the Association for Supervision and Curriculum Development.

It should be noted, however, that even though an association may take the initiative in a given situation, the cooperation and support of others is essential. Too often groups (organizations, disciplines, or agencies) who recognize the need for coordination assume that their group is the only competent coordinator! All organizations involved in the consortia must be willing and have the opportunity to clarify their unique contributions without claiming "territorial rights" to career education.

Guidelines for a Consortia

A committee, commission or consortia of several organizations could be used effectively in promoting the articulation of career and vocational education only if the following guidelines were employed in the formation and operation of the group:

1. Persons elected or appointed to serve on the consortia must be regarded by the majority of members in their prespective organizations as leaders in the profession and as logical representatives of their organization.

2. Representatives of each organization must have a background in educational philosophy and curriculum theory and a general knowledge of the purposes and scope of all levels of education.

3. Each professional organization must provide visibility, status and support for the consortia group. This would mean that space would be provided in professional journals for reports to membership, agenda of official board meetings would include time for a representative to secure needed consultation and action, and national meetings would include program time for the consortia.

Each organization would also need to provide a structure for linkage with other committees and officers within the association.

Major Tasks of a Consortia Group

The first task of the consortia would be to assist their respective memberships in clarifying and accepting the concept of career education. Each organization needs to articulate -- make clear and distinct -- the goals and objectives of career education. Members of each professional association need to agree upon the relationships of career education with both vocational education and "general" education. It is also important that there is agreement regarding what career education *is not*, as well as what it is.

Second, the consortia group appointed to promote the articulation of career and vocational education must also be willing to "listen" carefully to critics. This can be done by reviewing journals other than those published by associations represented in the consortia, conducting open and objective interviews, or initiating pertinent surveys. One barrier to articulation may be that many people -- educators, businessmen, and parents -- are not convinced of the relevance of either career or vocational education.

Listening to critics does not necessitate agreeing with them, but an objective assessment of their beliefs can help to identify misconceptions and provide valuable insights to program weaknesses and strengths. For instance, Grubb and Lazerson (1975) have noted the following:

> "Career education has little to offer in resolving the problems of school and work. Despite its assertions to the contrary, it is primarily a renewal and expansion of vocational education, a movement that has proved itself ineffective in reducing the gap between rich and poor, in enhancing school learning, in solving social and economic problems, and improving the status of physical work. Career education is not directed at resolving social problems, developing avenues of upward mobility, or making school and work more satisfying experiences. It is aimed instead at reducing expectations, limiting aspirations, and increasing commitments to existing social structure".

Grubb and Lazerson are critics who have been "heard" by readers ot the Harvard Educational Review, the Education Digest, and newspapers with editors who have also agreed with them. One editor concluded a commentary by stating: "The sooner the Office of Education writes off this miserable venture in pretentious wool-gathering, the better for the schools. Maybe the Grubb-Lazerson article will be the "coup de grace". We certainly hope so."

Educators committed to the importance of and need for articulation of career and vocational education should calmly and carefully analyze the criticism with an open mind. Motivations of the critics can and should be examined, but any bits of logic or documentation of statements need to be viewed honestly and objectively.

Third, it should be expected that the representatives of a number of organizations will have different points of view. An official body of persons from a variety of professional groups will not immediately agree upon the purposes, scope and means of sequencing programs of career and vocational education. It will be important to provide ample time for debate of issues within the consortia. It will be essential that the members continuously analyze arguments on the basis of principles and the ultimate effect upon learners.

The goal of the consortia should be agreement upon general goals, innovations needed, and curricular procedures. Only the agreements acceptable to representatives in the consortia and the professional organizations they represent should be widely disseminated. Issues can be further debated with larger groups of the professions represented but publications should present a united front. Unity will be even more important in presenting recommendations to legislative bodies who are responsible for providing the support needed to implement plans.

SUMMARY

It is an ideal in our form of democracy for organizations of professionals to assume responsibility for the quality of the service performed by that profession and the qualifications and training of its members. Part of this responsibility includes developing and testing new means to better serve society. In education, the professional organizations have often responded to changes initiated by governmental agencies rather than initiating the change. This was true in the promotion of the concept of career education.

The American Vocational Association and the National Vocational Guidance Association Division of the American Personnel and Guidance Association, and to a very limited degree other professional organizations, have assumed leadership in providing forums for discussion of the purpose, scope and curricular plans for career education. They have assisted in leadership training and given visibility to the concept in publications and national meetings. A limited number of these activities have focused on the problem of articulating career and vocational education; recommendations for future actions in this effort include the following:

1. Professional associations should take a more agressive leadership role in which they become the innovators and initiators rather than responders.
2. Efforts toward the articulation of career and vocational education should include professional organizations concerned with education at all levels and in all subject matter areas.

3. A formal commission, committee or consortia should be organized to develop a sound, unified program for articulation and a mechanism for innovation.

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PART THREE: PERSPECTIVE ON A RELATIONSHIP

NOTE:

It should be noted that throughout this entire document I speak of a philosophy of vocational education and not a philosophy for vocational education. My reason is simple. To speak of a philosophy for vocational education presupposes the existence and continuation of vocational education as a program and thus limits our perspective. To speak of a philosophy of vocational education, on the other hand, allows one to treat vocational education as an educational process, one aspect of which may be an institutionalized program of vocational education.

Charles J. Law Jr.

TOWARD A PHILOSOPHY OF VOCATIONAL EDUCATION - 1977 AND BEYOND

by
Charles J. Law, Jr.

INTRODUCTION

The purpose of this paper is to create dialogue. For dialogue to be useful, it must be based on consistent definitions; therefore, the following definitions apply:

A. Definitions

Philosophy -

> "a theory underlying or regarding a sphere of activity or thought; an analysis of the grounds of and concepts expressing fundamental beliefs." (G & C Merriam Company, p. 1698)

Vocational Education -

> "(1) The term 'vocational education' means organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccaluareate or advanced degree; and, for purposes of this paragraph, the term 'organized education program' means only (A) instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training..." (U.S. Congress, 1976)

Career Education -

> "Career education" is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living.
>
> "Career," as defined here, is a developmental concept beginning in the very early years and continuing well into the retirement years. "Education," as defined here, obviously includes more than the formal educational system. Thus, this generic definition of career education is purposely intended to be of a very broad and encompassing nature. At the same time, it is intended to be considerably less than all of life or one's reasons for living." (U.S. Office of Education, 1975)

B. The Need for an Explicit Philosophical Basis for Vocational Education:

Before vocational education can establish its linkages with Career Education, the specific purposes of vocational education must be stated clearly. Such statements of purpose must be based on an explicit philosophy of vocational education. Is there such an explicit base in existence? If so, is it universally understood and accepted? To answer these questions, the following exercise is suggested:

Randomly choose a group of 20 individuals; ask those individuals the following four questions:

1. Do you know what vocational education is? Yes____ No____
2. What is your definition of vocational education?
3. What do you think the purposes of vocational education are?
4. What do you think the purposes of vocational education should be?

The reader may assume what reactions might be given to these questions. My assumptions are:

Question #1	The majority would answer "Yes, I know what vocational education is."
Question #2	The definitions would be almost as diverse as the responding individuals.
Question #3	The statements of purpose would be even more diverse than the definitions.
Question #4	In many instances, individuals would think that the purposes should be different from what they think the purposes are.

Such an exercise will indicate that the term "vocational education," though frequently used quite glibly by most people, often is misunderstood. The tragedy of the misunderstanding is that most individuals would not know that their understanding differed from that of their neighbors. In recent years vocational education has become such a trite term that few individuals have given serious thought to its definition, its interpretation, or done much more than casually wonder about it. When this lack of understanding has been coupled with the vast rearranging of the administration of vocational education, i.e., from strong centralized control in vocational schools and/or state boards of vocational education to diverse administrative control in comprehensive high schools, it is little wonder that vocational education programs are misunderstood and, therefore, suspect.

No one is to be blamed for this situation. However, vocational education does need to be analyzed as it was, as it is, and as it should be for the future. Such an inquiry should include the best minds among all the publics of vocational education and should not remain the private domain of professional vocational educators.

Misconceptions about a program as large and widespread as vocational education would present difficulties even in a static society. In our changing society the difficulties increase dramatically. Additional societal changes predicted for the 1980's which will have further impact upon vocational education include:

"1. greater citizen involvement in public decision-making;

2. emergence of social drawing rights including the right to a certain number of years of schooling to be drawn upon at will;

3. the increasing demands for diversity and choice in public institutions;

4. rapidly changing life-styles which reflect a shift in values from materialism to personal fulfillment;

5. the exponential growth of knowledge in an information society;

6. increasing awareness of interdependency of society and need for controls which protect the interests of society;

7. mounting tension and even violent conflict between major groups;

8. survival threatening problems of the ecosystem;

9. greater complexity of policy issues relating to the use of advanced technology;

10. increasing necessity for serial careers;

11. concern with discovering how man can function in his evolving universe rather than [just] the earning of a living;

12. the rapidly rising incidence of family break-up and growth tendency towards single-adult families;

13. increased urbanization and growth of megalopolises;

14. increasing affluence and leisure; and

15. increased stress-producing forces on the individual." (Scanlon, 1976 pp. 1-2)

Each item is important but particular attention is called to items 1, 3, 4, 5, 9 and 11. If vocational education is to respond to these changes, the advocates of vocational education must speak from the same concise, explicit philosophical base. At the moment, this base does not seem to exist.

There are individuals who disagree with that statement. Melvin L. Barlow is one such person. Dr. Barlow wrote that,

> "Truly, 'the past is prologue,' and nearly everything discussed during the last forty to fifty years in vocational education can be traced to our historical beginnings, particularly the period of 1906-1917. I hold in great faith the position that all of our basic principles were determined during that period, and that they are as sound for 1976 as they were for 1906." (Barlow, 1976a p. 1)

On the other hand, Carl J. Dolce, Dean of the School of Education at North Carolina State University, contends that, "Vocational education as a program has no explicit, adequate, definable philosophical base."

I either agree with Dolce or, at least, admit that the questions which his statements raise are valid. I agree, not only because of the misunderstandings mentioned earlier, but also there seems to be a conflict between the philosophy of even Dr. Barlow and the official USOE definition of vocational education. Witness a statement of the personal belief of Dr. Barlow and compare it with that definition (see page 55).

> "One aspect of what constitutes vocational education that has always intrigued me is how to tell by the name of a course whether or not it is vocational. The historical record is not clear on this point, so I have jumped at a few conclusions unaided by history. My reasoning is something like this - it is not the name of the subject that makes it vocational, it is the intent of the person. A course in carpentry, for example, is vocational only if the persons enrolled intend to use such instruction as a means of earning a living. Only in vocational education have we attempted to corral persons with common occupational goals into one program or class and then refer to the class as vocational. But there is nothing inherent in the subject matter of carpentry that makes it vocational; it is the intent of the learner that matters." (Barlow, pp. 5-6)

If one follows that logic, then chemistry can be vocational education; so can math, history, music, etc., ad infinitum. That then raises a pragmatic question. Suppose we, through inappropriate means, do "corral" both types of students in one course, i.e., those who intend to use the education for the pursuit of an occupation and those who have no such intention? Is the course then vocational or is it not? Any practitioner will recognize this as a real day-to-day problem.

If Barlow's own philosophy does not bring him into conflict with the legal definition of vocational education, it, at a minimum, validates my belief that we are not all singing from the same songsheet. I am not at all sure (though I have some personal biases) that I know which purposes are correct but I know that harmony cannot be achieved so long as we are not united in our purpose.

It is incorrect to imply that individual vocational educators do not have a personal philosophy. Each of us does and we operate within that context. Alburey Castell of the University of Oregon wrote that:

> "The question is not whether he [she] [an education administrator] has or shall have a philosophy. He [she] already has one, as surely as he [she] has a skeleton in his [her] body. No one arrives at the degree of maturity presupposed by the intention to administer a school or a school system without a philosophy operative in his [her] administrative behavior. He [she] may not know what his [her] philosophy is, nor how it affects his [her] handling of issues and people. The question is whether his [her] philosophy shall remain wholly or largely implicit in his [her] practice, or shall be made explicit by getting him [her] to reflect, in a certain way, on his [her] practice.
>
> "...Your philosophy, no matter who you are or what you do, consists of those ultimate principles and ultimate presuppositions which, whether you know it or not, are operative in your behavior. The question is therefore one of policy; is it good for a school administrator to know what his [her] ultimate principles and ultimate presuppositions are?
>
> "...Not to know your ultimate principles and ultimate presuppositions is to be philosophically naive--a mode of self-ignorance. To rid yourself of this ignorance, to shed this naivete, is to achieve philosophical sophistication;..the kind which is required by an alert and criticized point of view...
>
> "...The principles and presuppositions on which you think and act are foundational in the life of your mind. They are comparable to roots. But because of this, are we to say that it is better to leave them alone, better not to dig them up and expose them to light of conscious awareness? Perhaps so, provided they are not creating debilitating strains in the mind which they structure, provided the activity which they facilitate is not encountering a too radical frustration..." (Castell, PP. 1-2)

However, there do appear to be many "debilitating strains" in the minds of persons who implement vocational education programs. In addition, vocational education activities do seem to encounter many "radical frustrations." Therefore, while it is evident that vocational educators have philosophies, it is equally evident that vocational education may not have an "explicit, adequate, definable philosophical base." For example, do not our diverse activities from Career Awareness to specific training for a salable skill belie the existence of an explicit set of beliefs? Or at least do they not belie that nearest thing to an explicit set of beliefs which we have, i.e., the narrow definitions of federal legislation and/or the writings of Charles Prosser?

I concur with Barlow, that there was a time when an identifiable philosophy of vocational education was apparent and, for the most part, implementation of programs was consistent with that philosophy. Nevertheless, that base has changed over time and programs today are operated as a result of new beliefs. Such program changes have not been accompanied by an explicit restatement of philosophy, to include the new beliefs. As stated by Thompson,

> "...Vocational education is a distinctive product of the democratic culture that surrounds and supports it. Education in its broadest sense, and perhaps in its most conservative sense, is the principal means that society has of maintaining and perpetuating itself. Education may also be a system of culture creation. That is, education can create new goods, technical processes, ideas, habits, and values. A democratic culture in which vocational education finds itself is evolutionary. Thus, vocational education must also be evolutionary." (Thompson, p. 8)

And evidence can be found that it has been evolutionary.

The philosophy undergirding programs today is not contrary to the philosophy which supported vocational education in the 1917 era. Many of its principles are the same but it is also different in some very specific ways. For example, one such specific change has been to broaden its base of responsibility to include awareness and exploration as program elements in some states.

In order to state the philosophy of today, it is necessary to reflect on the origin of that philosophy and trace its development to the point where it was last defined explicitly. From that point, I will continue the search by subjecting current and proposed practices to critical questioning. For as Castell stated:

> "...philosophical sophistication; ...[i.e.] the kind which is required by an alert and criticized point of view... is usually [accomplished by tracking] down a principle, and through that a presupposition, by repeated applications of the interrogative "why?" to any question or assertion you are prepared to authorize or any stand you are willing to take." (Castell, pp. 1-2)

AN HISTORICAL SEARCH FOR A PHILOSOPHY OF VOCATIONAL EDUCATION

Plato

The roots of a philosophy of vocational education can be traced as far back as Plato. The philosophy of vocational education is rooted in the societal beliefs of Western civilization. Those beliefs have been with us for some time, for as Crane Brinton, a respected Harvard historian makes the point in his book Ideas and Men, American and European thought (philosophy) since the time of Plato has been like a gigantic river, with only a few divergent streams of thought. Alfred North Whitehead, eminent in the field of philosophy, also concluded that all Western philosophy since Plato is but a series of footnotes on Plato's writings.

The basic beliefs of plato which most concern us are his ideas on division of labor. Plato believed that there were two kinds of people. One kind was ideal-minded and could deal best with ideas and ideals; occupations found here would include the philosophers, the economists, the researchers; i.e., the intelligentsia. On the other hand were the form-minded people. That group could deal best with the concrete form of an idea but not its abstraction. Therefore, in the natural order of things, such people should be laborers, technicians, etc.

Is that philosophy still with us? Do we in our "free" society still think that way? The answer to these questions may be found in answering such questions as: Do we have a managerial class and a laboring class operational in business and industry? Do we have class distinctions in our society based on occupations? Do we discriminate between academic education and vocational education? I do not propose to place value judgements on the answers to such questions. I attempt only to discover a pattern of thought.

In addition, does not that trend of Western thought force us into dualism while as "democratic" Americans we are forced to give lip service to the concept that there should be no such dualism? Does it also explain the conflict (which will be discussed later) which raged between John Dewey and such early advocates of vocational education as Charles Prosser? More importantly, are people today questioning the validity of the assumption that there are two types of people, and if so, what does that questioning have to say about vocational education for the future? It will be interesting to note the adherence to, adaptation of, and possible divergence from this central theme as we look at more recent movements in vocational education.

John F. Thompson in a chapter entitled "A Historical Review of Selected Forces that influenced Vocational Education" made some valid comments about the evolution of vocational education when he wrote,

> "...A history of vocational education in America is one of two complementary forces: the evolution of technology and a changing

> view of man. Neither could have developed without the other. Technology is man's attempt to sustain the human species in increasing numbers at an increasingly high level of abundance (though, admittedly, the population in America is tending to stabalize). Technology evolved from the application of man's creativity to his never-ending quest for an easier way to a life of abundance and increased leisure time. Man's view of himself changed as increased leisure provided him with more opportunity to study himself and his environment and to speculate on what his possibilities were." (Thompson, p. 27.)

We who are vocational education theorists and vocational education practitioners may not be sufficiently aware of the changes in both technology and man's view of himself. We may have majored on technological change and assumed mankind to be a constant.

In addition, Thompson stated that:

> "...In general, each state in the development of vocational education began with the emergence of a social condition [for example]... The emergence of the philosophical view that all men were potential property owners brought education for culture and education for work into conflict. Evidence of this conflict can be identified in nearly any decade of the history of American education, and at times it has led to a dual system of education. Nevertheless it [also] brought into focus the need for the comprehensive school." (Thompson pp. 28 & 30)

Apprenticeship Training Philosophy

As man and technology advanced, Plato's original concept was redirected but with the same outcome. As technology increased, man struggled to improve his economic position in society by upgrading his technical competence. Technology was used to redirect his environment toward economic ends. The contribution of a man to the economics of a situation made him a worthwhile man since economics was a measure of power and thus, worth. Therefore, the privileges of society were afforded this economic man or "good" man. That fostered a real class cleavage based once again on society's division of labor. The economic man (property owner) became the ideal-minded person of Plato's time by taking unto himself the accouterments of such personages. For example, in colonial America, the task of the property owner was

> "to employ the propertyless, to plan, to guide society, and to be cultured... Education for the property owner and his children was socially oriented to help them carry out their "God-given" responsibilties. Education for the worker took the primary form of apprenticeships." (Thompson, p. 30)

Though apprenticeship as a form of training is rooted in antiquity, it was accepted as a governmental responsibility only after the turn of the seventeenth century. The institutionalization of apprenticeship in America, according to Butts, came about in the following manner:

> "What the New England colonies did was to combine (1) their Calvinist conceptions of education required by state-church and (2) the English tradition of state control over the apprenticeship of poor children, as expressed in the English Poor Law of 1601. The state of New England was establishing its right to require vocational education through compulsory apprenticeship at the same time as it required education in language and reading." (Butts, p. 251)

Thompson concluded that,

> "It is apparent that both the direction and form of vocational education were being molded by the prevailing philosophies and actions. And the establishment and maintenance of a dual or differentiated system of education on this continent was one of the effects. Vocational education became the preparation for learning a trade. Students entering the Latin grammar and other types of preparatory schools went on to a profession, while others were expected to comply with the law and learn a trade. A more subtle effect of these early legislative acts was to insure that the children of the poor were denied access to the style of life of the elite." (Thompson, p. 60)

One cannot argue with the relative success of apprenticeship in the education of the masses in the rudiments of technology. As we review our history, however, let us constantly seek to identify and critically analyze the purposes which our ancestral programs served. With regard to apprenticeship, even Barlow concluded that "There were hints in the acceptance of apprenticeship that the system had motives other than intended benefit to the apprentice and his social class." (Barlow, American Vocational Journal, 1976b p. 25)

Land-Grant College Philosophy

Americans, historically, have placed very little faith in the intangibles of life or anything that seemed impractical. As Commager stated:

> "The American's attitude toward culture was at once suspicious and indulgent, where it interfered with the more important activities he distrusted it; where it was the recreation of his leisure hours, or his women folk, he tolerated it. For the most part, he required that culture serve some useful purpose. He wanted poetry... Education was his religion, and to it he paid the tribute both of his money and his affection; yet, as he expected his religion to be practical and pay dividends, he expected education to prepare for life--by which he meant increasingly, jobs and professions." (Commager, 1950 p. 10)

Recognizing that American desire for practical education, it is interesting to follow that concept through the Land-Grant College movement. While a demand for practical education was evident, the fact was evident also that such practical education was only for one of the two classes of men. Consider the writings of Jonathan Bladwin Turner, a leader of the reform movement from Illinois College. Throughout the mid-1800's he pleaded his case in a speech entitled "A Plan for a State University for the Industrial Classes." That speech included such pragmatic philosophy as:

> "All civilized society is, necessarily, divided into two distinct co-operative, not antagonistic, classes: a small class, whose business is to teach the true principles of religion, law, medicine, science, art, and literature; and a much larger class who are engaged in some form of labor in agriculture, commerce, and the arts." (Turner, p. 371; Mays, p. 13)

He labeled the former class as Professional and the latter as Industrial and contended that the Industrial class would "... want and ought to have, the same facilities for understanding the true philosophy - the science and art of their several pursuits, (their life business) and of efficiently applying existing knowledge thereto and widening its domain in the pursuits." (Wirth, p. 9)

He placed little value on schools which immersed students only in books.

> "The most natural and effective mental discipline possible for any man arises from setting him to earnest and constant thought about the things he daily does, sees, and handles, and all their connected relations, and interests. The final object to be attained, with the industrial class, is to make them Thinking Labourers; while of the professional class, we should desire to make Labourers Thinkers." (Wirth, p. 14)

That Platonic concept of division of labor may be found throughout the Land-Grand College movement. Although, the movement was worthwhile for both groups of individuals, there was to be theoretical education for one group and practical education for the other. From that state, it seems only natural that such beliefs would begin to be stated for the students who did not reach the collegiate level. Those beliefs did emerge in the Manual Training School Movement.

Manual Training School Philosophy

The philosophy of the manual training school was epitomized in the work of Calvin M. Woodard. Sometime in the late 1860s, Woodward decided that the engineering students at Washington University should construct models made of wood to illustrate certain mechanical principles. The students' lack of ability in using hand tools caused the later development of a workshop under Woodward's direction, wherein such activities could take place.

Woodward combined theory and practice in the belief, according to Barlow "...that the things studied and taught [had] immediate and intrinsic values, and that a student could not understand a process or an experiment until he had performed it." (Barlow, C.A. Bennett Co., Inc., pp. 34-36)

Woodward saw the efforts of several European countries to establish practical educational programs as appropriate for those class structures but he could not bring himself to believe that American culture should adopt such a posture. He wrote that such a structure would arbitrarily channel individuals and that this should not happen in America where "... every boy is a natural candidate for the office of president, and no one shall dare to place any bounds to his aspirations and his social possibilities." (Woodward, 1887, pp. 248 & 249)

Woodward felt that manual training had real potential for teaching according to the prevalent psychological rationale of the day. In order to placate his harshest critics who looked with disdain upon manual training, he said that the:

> "... first and greatest faculty to be trained is sense-perception ... knowledge and experience and memory and generalization are necessary to the operations of logic, and manual training is particularly strong in furnishing the knowledge and experience, in establishing the major premises essential to logical reasoning. Tool instruction and tool practice are full of meaning and should always be strictly logical." (Woodward, 1890, p. 204)

His greatest excitement was raised, however, by the potential of manual training for,

> "... cultivating a capacity for executive work, a certain power of creatorship. Every manual 'exercise' involves the execution of a clearly defined plan. ... at proper times... pupils are set to informing and executing their own plans... Memory, comparison, imagination, and a train of reasoning--all are necessary in creating something new out of old. This power of intervention, of course, is the highest active power of intellect of which we are capable." (Woodward, 1980, p. 206)

The manual training philosophy as stated by Woodward seems to have been an attempt to move away from the classic division of labor and a move toward holism. As so often seems to be the case, however, this movement was repudiated quickly, particularly by the industrialists, and philosophical thought returned to the Platonic mainstream of ideal- and form-minded individuals as would be epitomized in the Trade School Movement.

Institutionalized Vocational Education As It Emerged Through The Trade School Philosophy

The Trade School Movement 1890-1917.

That philosophy eventually became the official philosophy of vocational education; therefore, hereafter, I will simply refer to it as the philosophy of vocational education. It must be reviewed in segments before one can view it in its entirety. Many diverse groups were involved in the pre-1917 deliberations. Each group addressed the issue of vocational education from a different perspective but eventually the philosophy which guided vocational education programs for many years included portions of each group's doctrine, *with the exception of John Dewey*. About all I can find of Dewey in that final statement are a few phrases which are but rudimentary trappings of his philosophy.

The resulting philosophy as proclaimed by Charles Prosser is the nearest thing to a definitive, explicit philosophy that has ever been in existence for vocational education. Most assuredly, nothing else since that time has been postulated for serious debate. It is that philosophy to which Barlow evidently returns and which he holds sacrosanct. I don't simply because I think our present actions belie some facets of that philosophy. If we apply the interrogative "why" as suggested by Castell (see page 60) to current program practices, I suggest that some additional beliefs will be uncovered.

The early advocates of vocational education did not hesitate to state their view of its economic function, i.e., the maintenance of societal division of labor. The support these parties gave vocational legislation was based primarily upon their economic concerns. American industry was attempting to compete profitably in world markets. Industrial spokesmen made known their wish that the main instrument for achieving national wealth and power should be the American public school system, vis-a-vis vocational education. Organized labor stated its concerns about the proposed modification of the school system. Naturally, such interest groups were not always mutually supportive. It was easier to propose that American schools be adapted to the needs of American industry than it was to make this an accomplished fact. Even in that era of economic expansion, many people were unwilling to accept as an article of faith that "what was good for business" was, in fact, "good for America." In addition, schools had a massive problem and no easy answer was discernible. With the renewed mandate to educate all the children of all the citizens, something had to be done to revitalize education. Therefore, significant educators could be found on both sides of the issue of vocational education in the public schools.

Underlying all the rhetoric was the philosophy of John Dewey, which must be analyzed separately. He is quoted often in regard to vocational education, but his ideas concerning it have not been implemented to any large degree. Dewey's philosophy represents the first major attempt in Western civilization to leave the mainstream of thought as structured by Plato. Dewey's view of "holism" is contradictory to Plato's dualisms. It is interesting to view the effect, or non-effect, of such a thinker on the development of vocational education.

National Association of Manufacturers (NAM).

The NAM made an early decision to promote vocational education as a major component in its effort to put America into a competitive position in the world merket. The Association's support for vocational education was logical: (a) Germany was the world's leading economic power; (b) Germany had a national policy which supported trade schools; (c) America had all the elements necessary for competition except a vocational education program; therefore, (d) the addition of vocational education would make America competitive.

The NAM took its mandate on education from its founders. One such person was Thomas B. Egan, chairman of the first organizational meeting who said "... the prosperity of any locality [is] dependent upon the prosperity of business in it; and therefore, the proper test for any proposed policy [is] whether it would be good or bad for business." (Wirth, p. 32)

The manufacturers wanted a generous supply of labor of all types. They were willing to let the laws of the marketplace determine wages. Anthony Ittner, an early leader in the movement, was particularly zealous in proposing short-term training courses to create a situation which had no restrictions on supply.

The NAM began to maximize its efforts to demand schools that followed the German pattern. In those schools, the members saw a process which would provide not only skills but loyal economic and political attitudes within students.

There was not complete accord but, despite different positions taken by individuals within the NAM, the organization did support vocational education as a factor of economic control. Their support was in concert with the platonic division of labor. If one doubts that, one should read carefully the proceedings of the NAM for the period of 1900-1916.

The Labor Movement.

Before automation restructured the economy of our country, it was to the best interest of the working family to seek employment for their children as early as possible to add to family income. As working conditions improved, as did wages. Yet, an oversupply of trained labor tended to keep wages low. The labor movement saw a possible solution in vocational education. By delaying the entry of children into the labor force, adult workers would experience increased wages; also the condition of their children would be improved by added schooling. Such schooling was seen to be of more immediate benefit if it was of a vocational nature. Likewise, the retention power of vocational programs over the children of the workers seemed to be greater than that of the traditional curriculum. Therefore, labor sought to influence the direction of the economy vis-a-vis vocational education. John F. Thompson observed that, "interest in child labor grew out of the attempt to reduce the labor force, not from a moral conviction that the growth and development of children was stifled by early work." (Thompson, p. 43) Labor's support seems to have been an open admission of the class system and an attempt to at least control the entry of persons to jobs available to the laboring class.

Educators.

Educators were drawn into the affray. Their concerns dealt with a different set of problems (or, so it was thought). According to Lazerson and Grubb, "Foremost among these problems was the emergence of the high school... The influx of working class and immigrant children threatened to destroy the high school's traditional function." (Lazerson & Grubb, pp. 21 & 22)

Education was attacked constantly. The training of students for specific jobs would answer the harshest industrial critics of education. However, such a philosophy did contradict a basic belief of American public education; i.e., a common education for all students. The fundamental issue for educators was the degree to which vocational education contributed to or impeded commonality and democracy in education. Lazerson and Grubb perceived, "What emerged was a redefinition of the idea of educational opportunity and a rejection of the common school ideal." (Lazerson & Grubb, pp. 21 & 22)

The greatest criticism of schools was that the content of the instructional program was not usable in daily life, nor was it deemed useful for future occupations. Indeed, it seemed that the common school system deprived many children of the instruction which they needed most. The new definition of democracy in education gave every student the right to schooling and placed upon the State the responsibility of providing education commensurate with his (or her) abilities and potential. If education for democracy was to be a reality, instruction had to be modified and made applicable to the socio-economic background, needs, interests, abilities, and aspirations of all children. Vocational education seemed to offer an answer to the embattled educators.

From this concept, there developed the differentiation of the curriculum into multiple occupational categories. It then became necessary to place students into the "proper" categories. Therefore, as Lazerson and Grubb report, "... vocational education was first justified, then glorified, as the only basis upon which a mass educational system could be made democratic." (Lazerson & Grubb, p. 25)

Vocational education was legitimized as a function of the public schools only after the redefinition of equality of educational opportunity. The redefiniton - juxtaposed with the already potent arguments that vocational education would maximize economic efficiency and growth, increase upward social mobility, retain pupils in school longer and, at the same time, teach moral values inherent in the "Protestant Work Ethnic" - made the force for vocational education almost irresistible.

It is important to recognize that though the education establishment ostensibly accepted vocational education as a responsibility, such acceptance required no adaptation of the beliefs concerning either vocational education or academic education. Therefore, the net result was two programs operating under the auspices of one system and often physically under one roof which had contradictory purposes. The only difference was that now the schools perpetuated the distinction between classes within one student body; i.e., education for the elite (college-bound) and training (vocational education) for the masses.

John Dewey.

John Dewey saw a potentially dramatic role for vocational education. Most educators accepted the nature of technology as a "given" and tried to accommodate their students to industrialism as directly as possible. Not so with Dewey. He declared,

> "The kind of vocational education in which I am interested is not one which will 'adopt' workers to the existing industrial regime...

> [We should] strive for a kind of vocational education which will first alter the existing industrial system, and ultimately transform it." (Dewey, 1915 pp. 283-284)

The issue for Dewey was the contrasting philosophies of (a) adding vocational-technological studies to the curriculum in order that students might gain insights into the complexities and value issues of the industrial society, or (b) permitting vocational programs simply to train students to serve industry. He preferred the former. Others also spoke out for such a revolutionary concept. Leavitt asked, "Why should we hesitate to lay hands on industry in the name of education when we have already laid hands on the schools in the name of industry." (Leavitt, pp. 79-81)

The pedagogical question which arose with all its social, political, and economic ramifications was the degree to which the educational system would be *active* or *reactive*. If the system were only to *react* to the needs of society, then schools should be tied to the needs of the business-industrial complex. If, however, the system were to act to influence change, it then became obligated to take advantage of the multisensory and practical experience dimensions of the business and industrial complex and to demand use of that educational potential.

The difference in those two concepts should be noted. The reactive role is relatively safe and secure. The active role is highly insecure and unsafe, for it can change the world - and changing the world has always been dangerous. John Dewey fought for the latter option. He felt that if there was a chance for reform, it would be accomplished only when the humane aspects of science were combined with the ideals of democracy.

Dewey felt that mechanization had exerted dangerous influences on American life. Techniques were beginning to be viewed as an end rather than as a means to some worthwile end. Also, there appeared to be standardization and homogeneity of thought coming from the school system instead of the uniquely inherent human ability of critical thinking. He objected, "If the schools do nothing more than fashion people to meet the needs of the system, if education fails to give people the insights to challenge the distortions of the system, then men are more enfeebled." (Dewey, 1929, pp. 81-82)

He outlined his approach to the problem in five propositions:

> "(a) The only hope for civilizing the technological society is to cultivate 'new habits of mind and sentiment.' (b) These cannot be formed by approaches which reject the machine culture - but somehow the industrial society itself, including man's work in it, must be converted into an agent for human liberation. (c) Both man's mind and machine age culture must be seen as emergents within nature. The habits of intelligence and consciously cultivated, both in schooling and through the workings of all institutions. (d) A 'dualistic humanism' which separates mind from matter and turns to intellectualist elitism must be rejected as futile. (e) The changes effected by technology have such a radical effect on human life that the new habits of intelligence required to cope with change must be cultivated throughout the entire population." (Wirth, 1970)

Dewey projected what should happen to respond to the problem, and he felt that vocational education could provide part of the answer. He was afraid, however, that "vocational education will be interpreted in theory and practice as trade education, as a means of securing technical efficiency in specialized future pursuits." (Dewey, 1916 pp. 396 & 370)

Dewey supported vocational education as an economic function of the public schools in the broadest possible sense. He rejected the narrow concepts which he saw emerging under Snedden and Prosser (circa

1914). Those programs, he felt, failed to deal with the all-important value issues. To Dewey, it was a matter of practicality, not philosophical inclination, to encourage the raising of value questions about the consequences of industrial development. The effects of industrialization had to be analyzed by both workers and managers on a continuing basis. Wirth noted that, "Technology was too powerful a force to set loose without careful social monitoring." (Wirth, 1972 p. 203).

THE INTERLUDE - 1917-1976

Actual Interpretation.

Despite Dewey's admonitions, vocational education as practiced had little if any of his beliefs incorporated into its offical philosophy. Instead, it was set upon a narrow path designed by the industrialists and the apostles of industrialism. Bagley's concept of social efficiency affected the movement. He claimed that, "social efficiency is the standard by which the forces of education must select the experiences that are impressed upon the individual." (Bagley, 1905 p. 60, & Wirth, p. 184)

Ultimately, Charles A. Prosser became spokesman for the new movement. Prosser defined vocational education in a very narrow context. Its only purpose was to train for useful employment. Prosser insisted that all vocational content be specific and "have little or nothing in common with corresponding content in any other occupation. [There] must be as many specific courses or groups of courses as there are occupations for which it proposes to train." (Prosser & Quigley, p. 228, & Wirth, p. 233)

Prosser was certain that if vocational education were to succeed, its administration could not be left to the general educators. There were several reasons for this, not the least of which was that general educators were "impractical" and "cut off from this world of work." Besides, their educational psychology, he felt, had proven to be ineffective.

Since he wished to exclude general educators from managing vocational education Prosser fought as long as possible for a separate system. He had to compromise, but basically he created a framework which permitted vocational programs to remain separate. He was the main architect of the Smith-Hughes Bill. As Barlow observed, "The Smith-Hughes Act did establish a Federal Board for Vocational Education, separate from the U.S. Office of Education and responsible to Congress." (Barlow, 1967 pp. 114-115) As Executive Director of the Federal Board, Prosser established the initial tone of administration. Wirth reports, "States were given the option of setting up separate boards, or of administering vocational education under... their general boards of education." (Wirth, 1970 pp. 232-235) Essentially, he devised a separate system which only gave the appearance of operating as an integral part of the total educational system and perpetuated the division of labor in society while verbalizing its belief in its ability to democratize society.

The Vocational Education Literature.

Despite that narrow interpretation and implementation of vocational education (or perhaps, because of it), vocational education writers who have supported the program since 1917 seemingly have chosen to concern themselves more with the social and political realities surrounding vocational education than with the social and political realities surrounding vocational education than with the platonic function. Why? Is it because the division of labor function is obvious enough to cause it to be disregarded, or is it because vocational education writers are acutely uncomfortable with what Prosser stated so blatantly and seek to overcompensate?

Regardless, much can be found in the literature concerning such social and political topics as (a) the development of vocational education policy; (b) equality of opportunity; (c) distribution of income; (d) social compensation; (e) work satisfaction; (f) national defense; and (g) productivity and commercial leadership.

The nearest thing to a critical analysis of purpose to be found in the literature are statements of "principles of vocational education." However, many of those statements appear to be a form of revisionism, i.e., the defining of a phenomenon of the past by using the perspective of today. My problem with those writings is two-fold:

1. They deal with principles which operate from some elusive philosophical base but never describe that base. They simply assume that such a base is there and that it should remain inviolate.

2. I believe that the principles discussed have evolved over the years and should not be attributed solely to the original leaders of the movement. A thorough reading of the original manuscripts will find some of the early leaders contradicting some of these supposedly inviolate principles.

Some of the "principles" to which I allude are enumerated by Barlow in the 4th Yearbook of the American Vocational Association. The list includes the principles of citizenship, general education, clientele, theory and practice, cooperation, the national problem, and individualized instruction. With all due respect to Dr. Barlow, when I analyze those in light of my stated problems with such writings, I disagree with his statement "... the vocational education movement rests upon a solid foundation of basic principles that do not change with time." (Wirth, 1970 p. 23)

Instead, I believe that not only has our interpretation of those principles changed, but that at least a portion of our philosophy has also changed. Otherwise, how can Barlow give credit as he does to prosser and his dictums and, at the same time, state his own belief that

> "If the position is taken that a person's vocation is what he does to earn a living, then 'vocational subjects' is a pariable and not a constant. Whether or not a subject is vocational is determined by the will of a person and is not a characteristic of the subject." (Wirth, 1970 p. 28)

Summary.

It is interesting that while leading vocational education writers of the period seem to have spoken of everything but the economic function of vocational education, manpower experts frequently have addressed that issue. In addition, the Educational Amendments of 1976 make the administration and implementation of such programs more narrowly definitive than ever.

So, after 60 years we find that for all the rhetoric concerning equality of opportunity, distribution of income, social compensation, leadership, etc., the real purpose of vocational education insofar as one can find it in a direction-giving document still remains defined as:

> "... organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree: and, for purposes of this paragraph, the term 'organized education program' means only (a) instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training..." (U.S. Congress, Public Law 94-482)

That is simply an extension of the principle of dualism; i.e., education for the "ideal-minded" individual and training for the "form-minded" individual.

A COHERENT PHILOSOPHY OF VOCATIONAL EDUCATION - 1977 AND BEYOND

I believe and I think most vocational educators believe that vocational education (1) includes the important function of job preparation through specific training in a salable skill and (2) that it includes much more. Our problem is to determine what other specifics are included in our philosophy, to isolate those specifics, one by one, and to then so organize a statement of our beliefs that our philosophy will be both explicit and conceptually sound for today and tomorrow.

I will attempt to identify and set forth this explicit, concise philosophy of vocational education using the following procedure: I shall (1) identify those major areas of program or areas of interest which vocational educators seem to support with some degree of consensus; (2) subject each item so identified to the questioning suggested by Castell (specifically, I intend to ask why we support or believe each item or proposition); and (3) subsequently determine an answer (preferably using the literature as support). This should identify the facets of our basic belief. These facets will then be assimilated into what, hopefully, will be the nucleus of a philosophy of vocational education. I do not promise that all the facets will be compatible; however, if contradictions are discernible, I shall point them out.

As a guide in the stating of our philosophy, I shall use the following criteria developed by George S. Counts in an article entitled "Criteria for Judging a Philosophy of Education:"

> "The first criterion is that a philosophy of education should be systematically empirical in its foundations. This means that it sould be derived from experience and should be based on an empirical foundation...
>
> "A second criterion is that a philosophy of education should be comprehensive in its outlook. It must not only derive substance from the whole range of human experience, but it must also face squarely and with some sense of proportion all the problems of education.
>
> "A third criterion is that a philosophy of education should be consistent in its several departments. It is often true in the field of education that 'the right hand knoweth not what the left hand doeth.' Thus a consistent philosophy is a must.
>
> "A fourth criterion is that philosophy of education should be practical in its provisions. It should be adapted to a particular time and a particular place.
>
> "A fifth criterion is that a philospphy of education should be satisfying to its adherents. 'After full allowance has been made for those elements which are objective in quality and determined by the external situation, ...in its composition an educational philosophy is not unlike a work of art: it reveals the personality of its creator. Moreover, if it finds favor in the eyes of other persons, then it has met one of the most important tests which may be applied to any philosophy." (Counts, pp. 103-107)

I intend to frame our philosophy according to these five criteria even though they were developed by Counts for a total philosophy of education. By so doing, I immediately establish my first premise, i.e., Vocational education is an integral part of the process of education and should be so justified, supported, and evaluated.

The program aspects which I shall address can be categorized as follows:

Concept I. Skill Development
    I-A. On-the-Job Training (OJT)
    I-B. Job Placement and Follow up
    I-C. Post-Secondary Education
    I-D. Technical Education
    I-E. Area Vocational Schools
    I-F. Individual Assessment
    I-G. Individualized Instruction
    I-H. Cooperative Work Experience

Concept II. Occupational Choice

Concept III. Community Based Programs
III-A. Community-Education Relationships
III-B. Community Interaction
III-C. Advisory Councils
III-D. Cooperative Work Experience

Concept IV. Leadership Development

Concept V. The Motivating Influence of Vocational Education

Concept VI. Influence on the Economy

Concept VII. Program Integrity

Concept VIII. Relationships with Other Aspects of Education

Concept I - Skill Development

I have already alluded to skill development as one of our primary tasks and I have also suggested that this task is specifically addressed by both legislation and the early writings of Prosser. However, I think we should institute our philosophic search here because there are many subparts to the overall concept of skill development and each should be analyzed. I shall try to dissect the entire concept of skill development and deal with each sub-concept, always searching for what we believe by asking why we support such items. Since the concept of skill development ranges from the very specific to the very comprehensive, I will conduct my analysis on the same basis.

Sub-Concept I-A: On-the-Job Training (OJT).

In a conversation concerning vocational education, the term OJT is likely to arise. Many people confuse OJT with Co-op Work Experience. They are entirely different concepts. On-the-job training is just what the name implies - training received while on the job. We do seem to believe there is a place for OJT.

According to Evans,

> "Before a person can become a member of a work group, he must acquire both technical and social skills. Effective vocational education will provide part of each but those skills which are unique to a particular work group can only be learned on the job." (Evans, p. 140)

The place of OJT may not be in institutionalized vocational education, however. It seems to be viewed as the responsibility of the employing industry rather than the responsibility of vocational education. The key in terms of responsibility lies in the degree of specificity of the skill to a particular employer. Again, Evans puts us squarely on the record:

> "OJT continues [to exist] in occupations from the simplest to the most complex, but in most vocations, it probably will involve teaching only those skills and knowledges which are unique to a particular employer and hence are not suitable for more institutionalized types of vocational education." (Evans, p. 10)

He goes on to say that "There is general agreement that the responsibility of training for those jobs which are enterprise-specific should be placed squarely on the shoulders of the employing firm." (Evans, p. 33)

Those sentiments appear to be a fair statement of what we believe concerning the role of OJT in vocational education. The question now is "Why do we believe those things?" Evans gives a succinct answer:

> "Because of the operation of internal labor markets, a person who was trained on the outside for such a job would often have no opportunity to gain access to it. Moreover, because of the economics of scale, training on the job would probably be the most efficient method of learning such an enterprise-specific skill. But perhaps most important, the benefits of training for enterprise-specific jobs clearly accure in major part to the employer. Therefore, he should be responsible for providing the necessary training." (Evans, p. 33)

From this analysis, I infer two basic premises of vocational education. These are:

> The more specific the skill to be taught, the more appropriate the use of actual job experiences for the training process.
>
> As specificity of skill increases, society's responsibility the provision of such skill decreases.

Sub-Concept I-B: Job Placement and Follow Up.

Job placement and follow up of graduates to determine their eventual job situation has long been a belief to which most vocational educators subscribe. The Education Amendments of 1976 require a follow up evaluation to determine the effectiveness of the program.

> "... (B) each State shall evaluate, by using data collected, wherever possible, by statistically valid sampling techniques, each such program within the State which purports to impart entry level job skills according to the extent to which program completers and leavers-- (i) find employment in occupations related to their training, and (ii) are considered by their employers to be well-trained and prepared for employment..." (U.S. Congress, Public Law 94-482)

The Congress evidently believes there is a direct correlation between job placement and program effectiveness. Likewise, according to Leighbody,

> "Vocational educators are nearly unanimous in accepting job placement as a responsibility, and the placement of graduates in the occupations for which they are trained has always been considered the most tangible measure of the success of vocational education processes." (Leighbody, p. 15)

Society too seems concerned about the effect of the schooling on job acquisition. In an article which appeared in Fortune Magazine, Walter Guzzardi said: "But the first really critical passage comes when teenagers make the hesitant and painful transition from school to work..." (Guzzardi, 1976 p. 125)

Even more recently the National Panel on High School and Adolescent Education made the following recommendation:

> "The Panel recommends the creation of a community career education center. This agency would be the vehicle for new forms

> of vocational education such as reducing emphasis upon job training in the high school and increasing work experience, on-the-job training, job finding resources, and career information activities, all located and carried on in the community." (National Panel on High School and Adolescent Education, p. 11)

Why? Why such a strong belief in the placement of students? Is it truly a search for effectiveness? Is it an enslaving of the school to the economic whims for our economy? It could be that, or it could be much more. It could be a search for relevance. What do the authorities say? Part of the answer regarding purpose is found in a proposal made by the College Entrance Examination Board:

> "We propose that follow-up studies of secondary and post-secondary school graduates and dropouts who did not immediately continue their education should be conducted annually to discern the extent and nature of misalignment between education exit requirements and work entry requirements." (Ferrin, p. 8)

Robert Scanlon added: "... We must develop a system of social indicators through which the schools can anticipate the probable needs of the work world in sufficient time to make appropriate adjustments in the curriculum..." (Scanlon, 1976 p. 3)

Evans confirms that when he states:

> "Eninger has shown clearly that schools which operate placement offices for their students have better vocational education programs than schools which do not offer such a service. The most likely reason for this finding is that the placement office serves as a feedback mechanism for adjustment in the content and methods of the vocational training program to meet local labor market needs." (Evans, 1971, p. 183)

From that we can surmise the vocational educators believe the content of educational programs at the secondary and post-secondary levels should have immediate and practical application to the real world. We do not necessarily believe that it is the function of the schools to run a placement office, nor do we believe vocational education should be evaluated solely on this criterion. Ours is an educational function and our interest in job placement emanates from a desire to make instruction more realistic. One means by which to ascertain its realism is to evaluate job placement.

Sub-Concept I-C: Post-Secondary Education.

We obviously believe in post-secondary education. Evans wrote that "Indeed, the level of education required for many occupations demands a technical education program which begins in the high school and continues for two or more years beyond." (Evans, 1971 p. 183) The Education Amendments of 1976 require that a minimum of 15 percent of the basic grant to a state be spent for post-secondary vocational education. Barlow, in referring to the work of the Panel of Consultants on Vocational Education in 1961 says: "... it was obvious that modern implementaion of vocational education required programs in post-secondary institutions." (Barlow, 1976 p. 4)

Why do we support vocational education at the post-secondary level? One quick answer is included in the above quote by Evans when he implies that because of an increase in technology the high school will be unable to transmit all such information to the learner. But that is not the total reason, for Evans supports vocational education of other than a technical nature in post-secondary institutions. He wrote that,

> "Unfortunately, when some technical educators use the term 'level of education,' they mean that technical education is the only type of vocational education which should be permitted in the post-secondary school. This has the effect of denying the lower levels of vocational education to students who came from high schools which did not offer adequate vocational programs, as well as denying them to persons who decided after leaving high school that they needed vocational education." (Evans, 1971 p. 183)

Barlow put his finger on the purpose of post-secondary vocational education when he said that: "... associated with the concept of what constitutes vocational education is the idea... that the preparation should be given as closely as possible to the time of use." (Barlow, 1976a p. 5)

There then emerges yet another premise concerning vocational education. Specific vocational education programs should be offered as nearly as possible to the time of their use by the individual on the job.

Sub-Concept I-D: Technical Education.

Vocational educators support technical education. Thompson defined technical education programs as those which,

> "... prepare students for a variety of speciality and technological areas. They function as technical workers, technical specialists, manufacturing technicians, and engineering technicians. Jobs for technical education graduates are in business, industry, and government where they perform activities in maintenance, operation, construction, manufacturing, research and development, and sales.
>
> "Technical curricula are based on technical and practical knowledge requirements as well as basic mathematics and science. Instruction is usually offered in broad areas of technology such as electronics, mechanics, chemistry, aeronautics, production, instrumentation, data processing, and computer programming. These broad occupational areas represent a cluster of specific occupations." (Thompson, 1973 p. 142)

Evans put it another way:

> "... there is general agreement that technical education is a level of education instead of a type of education, and that occupational education for the highest levels of sub-professionals in any occupational field is the proper province of technical education..." (Evans, 1971 p. 183)
>
> "... Technical education is indeed a "level of education," but this refers to the fact that certain occupations require higher levels of education, rather than to the necessity for offering technical education only in post-secondary schools. Indeed, the level of education required for many occupations demands a technical education program which begins in the high school and continues

for two or more years beyond." (Evans, 1971 p. 183)

From the evidence, I infer that vocational educators believe there is a career ladder within an occupational field which runs from the semi-skilled to the technician and the professional.

The content of a vocational education program which trains for such an occupational field can be structured to provide exit points for students according to the hierarchy evidenced in an occupational field.

The more technical the job, the more need for the individual to possess a conceptual understanding of the field. Therefore the student who aspires to be a technician must either (1) make an early decision to enter a technical education program in order to gain the chemistry, math, physics, etc. necessary for the task or (2) must be led from the specific low-skill activities into the conceptual by skilled teachers as concepts are needed (a practice to which we often swear allegiance but seldom are able to demonstrate).

Sub-Concept I-E: Area Vocational Schools.

Vocational educators support the area vocational school concept. Public Law 94-482 permits the use of monies received by a state under its basic grant for the construction of an "area vocational education school" which it defined as,

> "... (A) a specialized high school used exclusively or principally for the provision of vocational education to persons who are available for study in preparation for entering the labor market, or (B) the department of a high school exclusively or principally used for providing vocational education in no less than five different occupational fields to persons who are available for study in preparation for entering the labor market, or (C) a technical or vocational school used exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for study in preparation for entering the labor market, or (D) the department or division of a junior college or community college or

> university operating under the policies of the State Board and which provides vocational education in no less than five different occupational fields, leading to immediate employment but not necessarily leading to a baccalaureate degree, if it is available to all residents of the State or an area of the State designated and approved by the State Board, and if, in the case of a school, department, or division described in (C) or (D), if [sic] it admits as regular students both persons who have completed high school and persons who have left high school..." (U.S. Congress, 1976)

Dr. Joseph Nerden, Professor Emeritus at North Carolina State University, in an unpublished paper presented to the North Carolina State Advisory Council on Vocational Education, reported that:

> "The area vocational schools in the states where such systems have been in operation need only be visited for the outstanding successes of such systems to be noted. In Virginia and in South Carolina, each state has in operation over 50 area vocational schools. Pennsylvania has over 80 such area schools; Connecticut has 16. High quality vocational education is provided in each institution, and through the double shift procedures used to serve youth and adults, many individuals receive high quality vocational education; placements in jobs in the world of work are consistently high (75 percent to 90 percent)." (Nerden, unpublished paper)

Yet Evans reported that "... no information has been found which indicates that vocational programs in separate high schools are in any way superior to vocational programs operated in comprehensive high schools." (Evans, 1971 p. 177)

Dr. Gil Woolard, Director of the Kershaw County Vocational Center, Camden, South Carolina, is one of the nation's leading practitioners in the area vocational centers. He pointed out the unique nature of the area vocational center, as follows:

> "First, the AVC is unique in the use of the work "Center" versus the use of the work "School," implying vocational education services to one or more districts, one or more schools, and one or more of the types of students to be served:
>
> 1. high school students
> 2. adults
> 3. out-of-school youth
> 4. persons with special needs

> "Second, the AVC is unique in that [it is] built and operated by local school district(s) with the aid of State and Federal funds, and [it is] used exclusively or principally: to provide vocational education services to the community served...
>
> "Fourth, the AVC is a unique answer to the consolidation and comprehensive high school dilemma faced by small, rural, and economically depressed school systems. One modern, vocational education facility can serve several high schools in the day and the out-of-school, adult community in the evenings. Quality vocational education services can be made available to all.
>
> "Fifth, the AVC is uniquely suited as a facility for community adult education. Both adults and businesses can readily identify with the missions and programs of an AVC. It is relevant to the real world of work. It is a positive public relations factor for local districts. Generally, it is centrally located in the community or service area.
>
> "Interestingly, the growth of these AVC's correlates positively, on the face of the data, with the increase in the number of high school graduates, at least in one state (South Carolina)." (Woolard, 1975 p. 2)

In terms of the success of such centers Woolard contends that

> "The best measure of successful AVC operations are (1) the total number of participants (enrollment), (2) the total number of graduates (program efficiency), (3) the total number of placements (program effectiveness), and (4) how well graduates perform on the job (instructional effectiveness)." (Woolard, 1975 p. 3).

Having said all that about area vocational schools, we seem to support such a concept on the following premises.

> Specialized vocational education (grades 10 and above) is not for everyone but should be offered to those who can profit from such instruction. Such specialization is expensive and should not be placed in every high school.
>
> Area vocational education schools are cost efficient and can be managed more easily to reach specific vocational education objectives.
>
> Area vocational education schools maintain the integrity of vocational education programs.
>
> Area vocational education schools make it possible to distinguish between general education and vocational education.

Subsequently, we infer that some vocational educators really do believe that vocational education content is so different that two different systems are required.

Sub-Concept I-F: Individual Assessment.

Much of the rhetoric which has swirled around vocational education in recent years has included the notion that an individual student should be able to demonstrate his/her competencies in a vocational field upon completion of a program of study.

In a publication of the National Association of Secondary School Principals entitled Competency Tests and Graduation Requirements the following statement appears:

> "Secondary education has of course, been moving toward competency-based, criterion-referenced education for a decade. Beginning with programmed instruction in the early 1960's, then moving to a focus upon behavioral objectives, and followed by the current interest in "outcomes," educators marched to their own drummer but followed the same general tune that recently has interested the public.
>
> "Criterion-referenced tests were felt by many educators to be fair and democratic measures. As the egalitarian society grew in America, normed tests came under increasing criticism. This outlook, together with a thrust by the profession toward specific behavioral objectives, led logically to a growing interest in verifying basic skill as part of the graduation requirements." (The National Association of Secondary School Principals, 1976 p. 5)

Thompson said,

> "The emergent school is committed to exploring new systems of evaluation. Given team teaching, independent study, and the discovery method of teaching, the old system of evaluation is no longer adequate." (Thompson, 1973 p. 197) He also reported that,
>
> "According to the ASCD, and evaluation system for modern valued by the school, (c) facilitate learning and teaching, (d) produce records appropriate to the purposes for which records are essential and (e) must provide continuing feedback to the larger questions of curriculum development and educational policy." (Thompson, 1973 p. 198)

The National Panel on High School and Adolescent Education suggested that,

> "An important element of this flexibility and crucial to effective alternatives is the development of performance criteria. A student evaluation system should be established that emphasizes performance outcomes on social effectiveness, human relations, and job performance as well as the application of knowledge, the recall of knowledge, and college-bound academics. This increased flexibility would go a long way toward reducing the age-grade placement of students with its negation of human values." (Thompson, 1973 p. 197)

The College Entrance Examination Board goes even further with the following recommendation:

> "The fifth and final proposal issued in response to the fluctuating requirements barrier is that the state legislature or governor should establish a state-level interagency Career Competency Assessment Board that would report to the highest levels of state educational and labor government." (Ferrier, 1975 p. 40)

I therefore surmise that vocational educators believe:

Educational programs should result in a measurable outcome (relative degree of skill) for each student.

Each student has the right to know his/her level of skill.

The criteria upon which the student's performance is measured should be consistent within an area of study.

The criteria should be both a valid and reliable measure of competence.

Vocational education should be able to demonstrate its effect upon students (accountability).

I can also infer that vocational educators believe:

Vocational education teachers possess the competencies (technical and pedagogical) necessary to prepare a student in a particular field.

Vocational education teachers may (should?) be evaluated on the relative degree of skill they impart to students.

Sub-Concept I-G: Individualized Instruction

Our support for individualized instruction, according to Barlow, is embedded in our history. He says "Vocational education did not invent individualized instruction but it developed the concept thoroughly as an integral part of vocational instruction." (Barlow, 1974a pp. 21 & 22)

Evans wrote that "The fully comprehensive school provides a variety of paths to school success and capitalizes on individual differences rather than trying to force all individuals into a common mold." (Evans, 1971 p. 150)

There is data to support the need for individualized instruction. One example is reported by the National Panel on High School and Adolescent Education:

> "Sheldon White's study reveals that differences in the rate of adolescent learning ability can be as startling as the variance in physiological development. A whole segment of intelligence testing studies treats adolescence as a period of differentation of abilities. In addition to the cross-sectional differences, the vertical differences in the high school classroom must be considered. In the first grade the difference is between knowing how to read a little and not knowing how to read at all. In the seventh grade, however, the children range from first grade reading ability to twelfth grade ability. As students continue up through the grades, a larger spread of attained achievement scores develops. Tests of students already in tenth grade indicated reading and arithmetic scores ranging from second to beyond twelfth grade level, with 25 percent scoring at or below sixth grade level in reading and 44 percent scoring at or below sixth grade level in arithmetic."
> (The National Panel on High School and Adolescent Education, 1976 p. 35)

Barlow also reported that,

> "Of all the people who have been concerned about the nature of vocational education, Franklin J. Keller is preeminent in current context. In one of his works, Principles of Vocational Education, Keller used as the subtitle for the book the words, "The Primacy of the Person," which signified the personal orientation of vocational education. This concept of vocational education frequently escapes the attention of the

casual observer. Keller viewed vocational education not as a preparation for life, but as life itself. Vocational education was not something that was done to people, but an opportunity for people to do something for themselves, to become what they wanted to be." (Barlow, 1974a p. 29)

From such statements, I infer that vocational educators believe:

Each student is important

Each student can make a contribution to his/her learning.

Each student must apply what is being learned if he/she is to learn it efficiently.

Each student needs to practice if he/she is to retain what he/she learns.

Sub-Concept I-H: Co-op Work Experience.

Much can be found in the literature to document our support of cooperative work experience as a method of instruction.

Evans said,

"While the sharing of time between education and work is sometimes thought to be a new idea, it had its origins in England in the nineteenth century, when children employed in factories were required to attend schools on a half-time basis. Factory children learned as much as ordinary children, though they received instruction for only half as long each day." (Evans, 1971 p. 193)

He went on to say,

"As is true of many other educational innovations, cooperative work education has been slow to gain acceptance. The research results make it plain in the typical American community, and with a reasonable level of economic activity, CWE is a highly desirable vocational program. It offers instruction in occupations that cannot be touched by any other type of vocational education. On the other hand, CWE will not replace all in-school vocational instruction because of its sensitivity to short-term economic fluctuations, transportation difficulties in large cities, opposition from certain groups of employees, and because of age restrictions on employment in certain fields." (Evans, 1971 p. 202)

Thompson stated that,

"One pattern of occupational experience programs deserves special attention: This is the cooperative method and is highly developed in distributive and office occupations. Mason has defined the cooperative method as a vocational education plan organized by the school in cooperation with qualified local business. Classroom instruction is directly related to their chosen part-time occupations... Through this training agreement each person is informed of the activities that he is expected to perform. The employer accepts a 'student-learner' and not a 'student-worker'; the student goes to his classroom away from school rather than getting away from school; the parents know it is more than a job; and the coordinator has a model to which instruction and job performance may be related." (Thompson, 1973 pp. 144 & 145)

The National Panel on High School and Adolescent Education wrote that,

"Cooperative education often helps to make academic studies more relevant and rewarding for students and to improve self-perceptions and expectations by enabling youth to see what they are capable of doing." (The National Panel on High School and Adolescent Education, 1976 p. 117) The Panel recommends,

"Educational and other societal institutions should be urged to support actively the provision of work opportunities for all youth who want them, since work experience can offer interested adolescents a number of potential benefits." (The National Panel on High School and Adolescent Education, 1976 p. 117)

My inference is that we support such activities because we believe that:

Students learn through all their experiences; not just those which occur within the walls of a classroom.

The educational establishment should seek to complement such available learning experiences and to coordinate these experiences for the benefit of the student.

The educational establishment is not totally responsible for the education of our youth; other societal institutions must share the responsibility and their resources.

Many persons in addition to certified teachers are capable of providing instruction.

The most effective environment for learning is the environment which is true-to-life for the student.

Concept II - Occupational Choice

Critics of vocational education have had much to say about its allegiance to "tracking" students. The assumption that vocational education advocates that students make irrevocable occupational choices early in life may or may not be valid.

There are three program elements which vocational educators support either fiscally or conceptually which need to be analyzed. Those are: (1) awareness programs, (2) exploration programs, and (3) guidance and counseling. Since each of these seems to have the same basic objective, i.e., assisting a student to learn how to make decisions for himself/herself, all three will be treated simultaneously.

Although "awareness" and "exploration" are relatively new terms to vocational education, the obvious support for guidance and counseling has been observed for a much longer period of time. According to Wirth, "The introduction of vocational guidance into public education was a product of the industrial education movement." (Wirth, 1970 p. 98)

He went on to report that,

> "The call for a system of school guidance which would fit such a model came from no less a figure than Charles Eliot, who was just about to terminate his illustrious, forty-year career as President of Harvard University... Eliot recommended that the common school program introduce a wider variety of courses including shop and commercial work at the upper elementary grades. Students would be permitted to choose electives which would help them make eventual career choices. This kind of an idea provided the early rationale for the junior high school." (Wirth, 1970 pp. 99-101)

The financial support of awareness programs is generally accepted to be the responsibility of general education; nevertheless, vocational education has conceptually supported the need for such programs and actually provides funding for exploration programs. (For example, see the definition of industrial arts education programs as stated in Public Law 94-482, Part C, Section 195 (15) (B).)

Why all this support for experiences that help students discover the process of decision-making? Vocational educators must believe that:

> Occupational choice is a process; nor an event.
>
> Vocational education has a vested interest in the student having made the best possible choice for himself/herself.
>
> Vocational education has a responsibility (fiscal as well as conceptual) to assist students in the process of decision-making.
>
> Vocational education personnel have a contribution to make in assisting students in this decision-making process.
>
> Vocational education content is valuable to the student in developing decision-making skills.
>
> Vocational education is broader than the teaching of a specific salable skill.

Concept III - Community Based Programs

Vocational education is community based. That premise is heard over and over. What does it mean? What are the tangible elements of such a concept? Where do we stand on these sub-concepts? Four sub-concepts will be analyzed. My inferences will be drawn after discussion of all four.

Sub-Concept III-A: Community-Education Relationships.

According to Thompson, one of the assumptions of vocational education is "Vocational education should be oriented to the manpower needs of the community." (Thompson, 1973 p. 98) He pointed out, however, that our definition of community has changed and our relationships with that community are changing. Whereas, in the past, the community provided the basis for vocational education curriculum content, method and teaching process and also provided job placement after training; today "... the significance of the community to the local program of vocational education has shifted from being the site of both training and employment to being primarily the site of training.' (Thompson, 1973 p. 100)

Willard Wirtz spoke of the need for strong community-education relationships:

> "I propose, therefore, our consideration of the possibility of establishing a new set of institutions--for the development and implementation of education-work and vocational education policy--not in the "world of education" but in broader community. Recognizing fully the difficulties this involves, I suggest that something of this nature is commended by three increasing imperatives: to meet what will be a constantly worsening youth unemployment problem unless we can develop an 'economics as if people mattered'; to channel constructively the emergent force of increased citizen involvement in community affairs; and to exploit the possibilities that lie in making the human experience a continuing opportunity for both learning and working." (Wirtz, 1976 p. 7)

The National Panel on High School and Adolescent Education reported that

> "In sum, despite the numerous types of learning that can and frequently must take place in the community or the 'real world,' the only sanctioned educational experiences of most 12- to 18-year olds are those which occur in the secondary classroom. This equating of formal schooling with education is not only functionally inaccurate but also often damaging to individual development. Although empirical data on the specific results of various nonacademic experiences are lacking, the problems stemming from the conventional secondary school's inability to be all things to all adolescents are clear enough to warrant designing complementary educational approaches. Thus the Panel recommends that the U.S. adolescent education system actively integrate youth into the broader community by providing a wide variety of out-of-school or 'experience-based' learning opportunitites." (The National panel on High School and Adolescent Education, 1976 p. 52)

Sub-Concept III-B: Community Interaction.

Community involvement and community interaction have been bywords of vocational education since its inception. According to Weatherford and Koeninger,

> Community involvement is not a new concept to vocational education. Since the passage of the Smith-Hughes Act in 1917, cooperative planning efforts between school personnel and the community

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> have always been deemed valuable for insuring educational relevancy." (Weatherford & Koeninger, 1974 pp. 219 & 220)

In referring to the early years, Barlow wrote that "In order for vocational education to be representative of real needs, it was imperative that all persons concerned with it should be involved with planning the program." (Weatherford & Koeninger, 1974 pp. 219-220)

According to Scanlon,

> "Active participation in the operation of the schools by community organizations, local residents. business and labor, educational and cultural institutions, and government agencies provides a much needed link between education and the local environment. Community participation is not a panacea for our ills but it can be an effective means for achieving relevancy in the curriculum. Students could engage in community service programs, explore the world of work and, more importantly, communicate with adults at an adult level. Incorporating the community into a school district policy-making structure is more than good public relations; it is giving parents the right to choose the kind of education their children receive and reaffirms the supposition that the schools belong to everyone. We need to create intergenerational schools. For schools, this calls for a community goal that involves the informing of the community, interacting with the community, cooperating with the community, institutionalizing school-community cooperation, and finally, arriving at mutually shared responsibility for educating the young." (Scanlon, 1976 p. 5)

Weatherford and Koeninger also stated that,

> "For many years, vocational educators have used the community as an extension of the classroom. Considerable literature is available that describes an assortment of community involvement activities. Analyzing these sources, one can begin to identify clusters of philosphical argument among the proponents of community interaction. Further analysis of these philosophical clusters allows the construction of a number of basic tenets that may provide a foundation for building a community interaction program.
>
> Tenet: A community interaction program holds enormous potential for meeting the ultimate goals of vocational education...
>
> Tenet: Vocational education will be effective in proportion to the kinds and quality of community interaction.
>
> Tenet: Vocational educators must develop a goal-directed, systematic community interaction program...

> Tenet: Society is demanding that education be relevant, realistic and timely...
>
> Tenet: Community support for vocational education will increase in proportion to the effective involvement of the community." (Weatherford, Koeninger & Barlow, p. 220)

Using the references above as examples only (because much more documentation could be provided) it becomes clear that vocational educators do believe in community interaction.

Sub-Concept III-C: Advisory Councils.

One organized way of achieving the interaction desired with the community involves the use of advisory councils. According to Barlow,

> "Advisory committees, an innovation of vocational education, took part in program planning from the beginning... Much of the success of vocational education over the years can be traced directly to effective planning based upon the advice of a variety of representative groups of people. It is interesting to note that community involvement about which there is current national concern, has been a functional part of vocational education for more than a half-century." (Barlow & 4th Yearbook of the American Vocational Association, p. 220)

Barlow also stated that,

> "The vocational education program was not visualized as the responsibility solely of the school... Through the formative period of vocational education the trinity - employer, employee, educator - was acknowledged as indispensable to a quality program. From such ideas, emerged the advisory committee as the guardian of appropriate vocational education programs. In no other way could the program fit the real needs of society." (Barlow & 4th Yearbook of the American Vocational Association, p. 220)

In addition, the Education Amendments of 1976 mandate the use of advisory councils at the local, state and national levels.

With all the above citations as documentation, I can state categorically that vocational educators do believe in the concept (if not the practice, always) of advisory committees.

Sub-Concept III-D: Cooperative Work Experience

Although cooperative work experience was discussed under sub-concept I-H with regard to skill development, it merits additional discussion here also. Cooperative work experience programs are herein defined as a method of instruction and are not limited to specific program areas such as Distributive Education or I.C.T.

In this context, Evans supports cooperative work experience programs. He wrote that,

> "The Advisory Council on Vocational Education which was established to evaluate the implementation of the Vocational Education Act of 1963 stated flatly that cooperative education had the best record of all vocational programs in terms of the proportion of students placed in the occupation for which they were trained. Studies of the economics of vocational education show higher rates of return on investment in cooperative programs than in other types of vocational education." (Evans, 1971 p. 194)

Cooperative work experience programs are supported for reasons in addition to those which are traditionally vocational. According to George Kiesel, principal of Parkside High School, Jackson, Michigan,

> "students also support the concept of work experience as part of their education. His conclusion was based on a survey of high school seniors designed to determine their attitudes about school. The seniors who had been involved in work experience programs were much more supportive of school than those who had not participated in such programs." (Chaffee, 1976 p. 59)

It is obvious then that vocational educators believe in co-op work experience programs just as vigorously as they support community interaction, generally, and advisory committees, specifically.

Why? Why should vocational educators have long since put themselves on record in support of such community involvement. My inferences include the following beliefs.

Vocational educators believe:

Meaningful learning experiences occur within the community and not just within the walls of a structure known as a school

The school should coordinate its learning activities with those of the community to the advantage of the student.

The school is not solely responsible for the total education of all youth and adults.

Many people are capable of teaching and "certification or credentials" are not a pre-requisite to good teaching.

Community members do desire to become actively involved in the teaching-learning process and have much to offer all of education, particularly vocational education.

The school should open its doors to the citizens of the community and foster a partnership role in the educational process.

Concept IV - Leadership Development

The National Panel on High School and Adolescent Education reported that,

> If formal education is to prepare today's youth adequately for participation in the "civitas," it will have to equip them to deal with U.S. societies and its institutions as they now exist, as well as how they were originally intended to operate... Good learning theory also strongly suggests the need for the student learner to be a goal setter and evaluator... For the young to acquire the skills in decisionmaking, communication, persuation, group organization, and fund-raising necessary to influence social institutions effectively, schools and other educational alternatives will have to make the principle of, and the skills for, citizen involvement much more central..." (The National Panel on High School and Adolescent Education, 1976 p. 64)

Thompson reported, "It was early recognized that some of the goals of vocational agriculture could be best promoted through an organization in which students had primary responsibility." (Thompson, 1973 p. 146) The FFA was organized nationally in 1928, followed by FBLA in 1940, DECA in 1947, FHA in 1948, VICA in 1965, and HOSA in 1976. Each of these youth organizations is an integral part of its respective vocational education program and according to Thompson has as its primary purpose "leadership and character development nad promotion of scholarship, citizenship, service and professionalism." (Thompson, 1973 p. 146)

According to Barlow, there was early support for the use of vocational education to develop potential leadership because "The idea that vocational education would foster, support and promote values of good citizenship was embedded in the [early] rationale for vocational education." (Barlow, 1974a p. 20)

The success of vocational youth orgnaizations in providing opportunities for young people to develop their potential leadership can be attested by the number of successful adults who take a responsible part in their community activities who first practiced these skills as a youth club member. They can be found in the social, business, industrial, military and political circles of American society. One classic example of success in the political arena is the story of the present Governor of North Carolina. At age 39, the Honorable James B. Hunt, Jr. won office with the largest popular vote ever received in the history of the State. As Lieutenant Governor, he stood before 2,000 vocational teachers and told them that his experiences in the vocational youth club had made his success possible. He had served as President of the North Carolina Association of Future Farmers of America in 1955-56.

So vocational educators believe in leadership development and in vocational youth organizations as a proper place to learn leadership development skills and to allow potential leadership to bud and flower. However, leadership development is the result of youth clubs and the need for leadership development did not cause the development of such clubs. They were begun, to quote Thompson a second time, because "some of the goals of vocational [education] could best be promoted through an organization in which students had primary responsibility." (Thompson, 1973 p. 146)

From this discussion of youth clubs and leadership development, my inferences are that vocational educators believe:

> Students are responsible individuals and should be treated as such.
>
> If students are given responsibility they will respond in a responsible manner.
>
> Students have the right to participate in their educational process and make some decisions concerning themselves and the process.
>
> Self-imposed individual goals are better than goals which are imposed from outside.
>
> Many of the actions of the students are but a reflection of the teachers' expectations of the students.
>
> The best teaching-learning situations is a model of democracy in action.
>
> Education is life; not preparation for life.

Concept V - The Motivating Influence of Vocational Education

Perhaps, at times, far too much has been said about the ability of vocational education to motivate the individual and to keep him/her in school, in fact, in the early days, the reverse may have been true. According to Barlow,

> "Much of the early discussion about who should be included in the vocational education program centered around (1) students in high school and (2) employed adults. Not all students in high school were included - only those with a purpose; the rowdy and unmotivated students didn't get too much attention. A person had to want to get into the vocational education program; his intentions about the program had to be honorable and he had to supply his own motivation to succeed. In no way was the trouble-maker welcome in a vocational education class." (Barlow, 1976a p. 3 & 4)

Yet, Leighbody points out that among the secondary goals to which vocational educators subscribe is the belief that "Students who have little interest informal academic subjects may find these subjects more meaningful when they are taught in relation to occupational goals, and this may encourage them to continue their education." (Leighbody, 1972 p. 16)

There is some research which supports this premise. In a study conducted by Robert L. Ellison and David G. Fox for the Institute for Behavioral Research in Creativity the following statement is made:

> "In view of the low but significant relationships between number of students in class and years of education completed and in view of the relatively high correlations between grades in vocational courses and the dropout criterion, it is believed that the weight of evidence indicates that vocational courses do make a significant contribution to reducing attrition. However, the extent of that contribution is complex and further research would be needed to more thoroughly verify the extent of the contribution made by such courses. Evidently these courses offer a kind of last opportunity for a successful academic experience. That is, students who succeed in the vocational courses and obtain high grades are considerably less likely to drop out than those who sign up for the vocational courses but have another disappointing experience." (Ellison & Fox, 1973 p. 41)

According to Locke,

> "If the student knows how well he is doing, and what are the strong and weak points of his performance, two beneficial results occur: he spends his time learning those things that really count, and his motivation for learning is increased because he knows he is not wasting time. Knowledge of results works best when it is immediate rather than delayed, and it is most important when the student sets goals for himself which are difficult to achieve." (Locke, 1971 p. 148)

Evans said that,

> "Vocational education has an advantage over many subject matter fields... because its goals are clear to the student and are related to the real world outside academia. It seems reasonable that knowledge of results would likely be of little benefit unless the subject matter appears important to the student, or unless he is one of those people who find feedback useful because they see learning as a game which is important for its own sake." (Locke, 1971 p. 148)

It is important here to translate these beliefs of vocational education into pedagogy of a more general nature before drawing inferences.

For this reason, I would like to refer to perhaps one of the leading thinkers in the field of pedagogy, Jerome Bruner. In answer to the question, "How can the power and substance of a culture be translated into an instructional form?," Bruner responded,

> "First of all, it becomes necessary to translate bodies of theory into a form that permits the child to get closer and closer approximations to the most powerful form of a theory, beginning with a highly intutive and active form of a theory and moving on as the child grasps that to a more precise and powerful statement of it." (Bruner, 1973 p. 105)

He called that process "education from the outside in." I say it can be found in its most highly developed state today in good vocational education programs. Haskew and Tumlin are even more positive about this.

> "Occupation-labeled courses frequently are prime vehicles for achieving such outcomes as ability to handle quantitative relationships, command of problem-solving processes, and many other 'prime essentials of schooling.' In fact, such achievements for some pupils have proved to be impossible in the absence of occupation-centering methodology. In the second place, occupation-centering is typically used as a magnet which holds pupils in contact with so-called general education. In the third place, some vocational education reinforces much abstract learning by affording opportunities for practical application; thus helping general education make sense." (Haskew & Tumlin, 1965 & Evans, 1971 p. 78)

From this discussion, I infer that vocational educators believe:

Vocational education content is more specific than the content of general education.

Vocational education content is more applicable (relevant) to the daily life of the student than is the content of general education.

Vocational education content accepts the student in his/her present state and allows him/her to progress from that point.

Vocational education content may be arranged from the specific to the conceptual in logical sequence.

Vocational education teachers students how to learn as well as what they are to learn.

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Vocational education is an example of the process or teaching from the concrete (specific fact or skill) to the theoretical (concept).

Concept VI - Influence On The Economy

The early advocates of vocational education left no doubt that the primary purpose of vocational education was its dramatic influence on the economy. That is still a very important consideration. As reported by Leighbody, most vocational educators believe that if vocational education is offered; then

> "1. The nation will be provided with the trained workers needed to maintain its economic health and growth.
>
> 2. Unemployment and underemployment caused by lack of training and education will be reduced or eliminated.
>
> 3. Many other social evils associated with unemployment and economic deprivation will be diminished. [and]
>
> 4. Individuals will benefit by becoming productive and contributing members of society rather than its dependents, and that many personal as well as social gains will result." (Leighbody, 1972 p. 15)

According to Evans,

> "Occupational education is that program designed to develop people (our human resources) to use natural and capital resources wisely, and to participate fully and efficiently as productive members of society. Obviously economics and occupational education are related in important ways." (Evans, 1971 p. 95)

According to Thompson,

> "It is a generally held view that vocational education is to serve the economic system and, thus, the labor market. This view is expressed in nearly every piece of literature that discusses economics and vocational education." (Thompson, 1973 p. 18)

The Congress of the United States addresses specifically the economic role of vocational education when it specified in Section 195 of the Education Amendments of 1976 (5) (a) "that the State shall, in considering the approval of such applications, give priority to those applicants which -- (i) are located in economically depressed areas and areas with high rates of unemployment, and are unable to provide the resources necessary to meet the vocational education needs of those areas without federal assistance, and (ii) propose programs which are new to the area to be served and which are designed to meet new and emerging manpower needs and job opportunities in the area and, where relevant, in the State and the Nation."

Vocational educators do believe in the economic function of vocational education if our activities are any indication of our beliefs. As Thompson pointed out, it is interesting to note that,

> "When really pushed on the point, few vocational educators believe that economic concern - the allocating policy of matching men and jobs - is the primary base of vocational education. They would more likely opt for a concern for the individual. But an examination of the operational beliefs finds economic concerns in first priority. Youth, for example, are "sold" vocational education on the basis that a high school graduate can earn more than one with an eighth grade education. An eighth grade dropout can expect to earn slightly over $100,000 in his lifetime, a high school graduate nearly $200,000, and a college graduate even more." (Thompson, 1973 pp. 17 & 18)

Therefore, my inferences include the statements that vocational educators believe:

> The economic aspect of human endeavors is a realistic aspect and should not be shunned by education as "unclean."
>
> Education can have an important impact on the economy.
>
> Education can actually produce new goods and services in the form of skills and techniques.
>
> There is a direct correlation between vocational education and economic growth.
>
> Vocational education is that form of education which is most applicable in an economic sense.

Conversely, no hard evidence can be found to support a statement to the effect that vocational educators believe that vocational education will reduce or eliminate unemployment. That is an important point and must be clarified. Much evidence can be found that vocational educators believe instead vocational education is responsible for the employability of a person and not for his/her employment.

Concept VII - Program Integrity

It is a well-known fact that early proponents of vocational education fought for separation and separate categorical funding. According to Wirth,

> "Since his rationale excluded general educators from the management of vocational training, Prosser fought as long as possible for a separately administered type of vocational education... he had to make some concessions; but in the main, he created a framework which permitted vocational programs to stand apart. The Smith-Hughes Act did establish a Federal Board for Vocational Education, separate from the U.S. Office of Education and responsible only to Congress." (Barlow, 1967 pp. 114 & 115)

> "Prosser was immediately appointed Executive Director of the Federal Board and served in that office in its first two crucial years. He established the initial tone of administration. States were given the option of setting up separate boards, or of administering vocational education under the aegis of their general boards of education. In actuality, both the language of Smith-Hughes and the administrative style of Dr. Prosser assured that vocational education would function largely as a separate aspect of education within the State." (Wirth, 1970 pp. 232-235)

Critics have said that such separatism has made vocational education too narrow. For example, Leighbody wrote that

> "A spirit of separatism between vocational and general education began early in the history of the vocational movement. ... An awareness must be developed that it is no longer feasible to compartmentalize education into general, academic, and vocational components, and that to continue any form of separatism in education is self-defeating. Technology has brought us to the point where the success factors of most occupations cannot be identified as the separate products of either vocational or general education. It is, therefore, futile and wasteful to continue fostering the distinction between the two.

> "Whatever reasons exist for the separatism of vocational education, American education is paying the price for it. Because of this separatism, vocational education is prevented from contributing

> fully to the need of the society and the field of education is deprived of the full benefits of what should be one of its greatest resources." (Leighbody, 1972 p. 31)

Barlow and Evans answer such criticism as follows:

> "... In addition, in the Smith-Hughes Act, continuation schools and adult instruction tended to have qualities of both the general and the vocational. The point is that vocational education demands of the student competencies in both areas. Much of the time the emphasis has been upon the general and not the vocational and the vocational education theorists always cite positively the need for both. When I hear people criticize vocational educaton for its 'narrowness' or its 'vocationalism,' I know immediately that the critic is nearly completely ignorant of vocational education history. In short, he doesn't know what he is talking about." (Barlow, 1976a p. 2)

> "The issue of whether or not vocational education is too specific has been raised constantly since its inception. Too often the argument has generated more heat than illumination because those who say vocational education is too specific tend to rely on assumptions rather than facts. Vocational education has almost never been so specific as to warrant the frequently made charge that it prepares individuals for a single occupation. On the other hand, in response to demands from general educators, it occasionally has become so general as to have practically no occupational relevance... A charge of too great specificity is usually accompanied by a statement that occupations rapidly become obsolete; hence, it is charged that vocational education will be of no value a few years after it is completed. A variation of this theme admits that vocational education may be of value but claims that since no one knows which occupations will survive, each student should be prepared for all occupations. Undeniably, if a form of vocational education could be devised which prepared all students for all occupations, it would be a great boon to society. But it has not been devised, and it is unlikely that it will be devised. The difficulties involved in preparing a person for all skilled occupations are roughly comparable to the difficulties of devising a single graduate school program which would prepare students for all professions." (Evans, 1971 p. 279)

Regardless of the arguments, categorical funding of vocational education is still with us and if recent legislation is any indication of the trend, then such categorical funding will continue into the future. (Ed. Note: The secondary vocational educator should take no consolation in the above stated fact because such categorical funding, in light of many other current trends, may force vocational education entirely to the post-secondary level.)

My inferences are that vocational educators believe:

Vocational education, its programs and practices, are still sufficiently different from general education to warrant separate funding.

Vocational education might still be "swallowed up" by general educators if categorical funding were eliminated.

If vocational education disappeared as a program then the important aspects of its functions would be lost for students, as has been the case in the general curriculum.

Concept VIII - Relationships With Other Aspects of Education

Beliefs in the realm of relationships with other aspects of education have evolved in a rather specific way. In the beginning Prosser defined vocational education so that it would accommodate only specific job training programs. He was fond of quoting a friend, Charles R. Allen:

> "'the purpose of vocational education is to help a person secure a job, train him so he can hold it after he gets it, and assist him in advancing to a better job.' Vocational education was, in brief, 'training for useful employment' and nothing else.
>
> "Prosser insisted that all of vocational content must be specific and that its sources was to be found 'in the experience of those who have mastered the occupations.' The content must come from the minds of competent workers, and it will have 'little or nothing in common with corresponding content in any other occupations for which it proposes to train.' Prosser was convinced that to produce trained workers ready for useful employment, vocational programs had to be managed not by general educators but by those qualified and committed to advance 'real vocational education.' He pushed hard for the 'dual system:' for vocational education administered separately from general education.
>
> "Throughout his long career, Prosser repeated endlessly the arguments for his position. Traditional scholastic education, he maintained, aimed to prepare the citizen for the worthy use of his leisure time. Traditional schoolmen, committed to the task of fostering 'leisure culture,' operated from the psychological tradition of faculty psychology and formal discipline. This,

they thought, would lead to general mental training and 'cultural appreciations. There were several clear reasons why new programs of vocational training could not be entrusted to such men. 'Culturists' were cut off from the practical world of work, and their outmoded theory of learning made them incapable of managing genuine skill training programs. 'Vocational education,' Prosser argued, 'only functions in proportion as it will enable an individual actually to do a job... Vocational education must establish habits: habits of correct thinking and of correct doing. Hence, its fundamental theory must be that of habit psychology. The new scientific psychology pioneered by Edward Thorndike,'said Prosser, 'assumed that the mind is a habit forming machine. There was an obvious fit between this psychological theory and vocational education, when the latter was conceived as 'essentially a matter of thinking and doing.' In contrast to the theory of general mind training of the discredited faculty psychology, Thorndike's theory taught 'all habits of doing and thinking are developed in specific situations.' Prosser deduced by the actual functioning content' of a given occupation. 'If you want to train a youth to be an efficient plumber, you must select the actual experiences in the practice of the plumbing trade that he should have and see that he gets these in a real instead of in a psuedo way.'" (Wirth, 1970 pp. 163 & 164)

Furthermore, he proposes for the future that

"The general curriculum in the secondary school has so little to commend it that it is sure to disappear. Both the vocational and the college preparatory curricula are expanding slowly, and this expansion comes at the expense of the general curriculum.

"In the long run, the vocational and college preparatory curricula should merge and form a single basic curriculum for the secondary school based on general education (not the 'general curriculum'). This will require deleting as well as adding courses for it is clear that most high schools now require certain mathematics, physical science, and foreign language instruction that is not needed by all citizens.

"Some very interesting programs which could lead to a single secondary school curriculum are underway. Some of these are the Industrial Arts Curriculum project at Ohio State, the American Industries Project at Stout State University, the Enterprise program at Southern Illinois University, the Richmond, California Plan, the Ziel Program at the University of Alberta, and Project Feast of San Francisco State College. Other programs which could have similar effects include the institution of a requirement which demands (1) that students develop a salable skill as a prerequisite to high school graduation, and (2) that action be taken by most of the major national curriculum projects to revise their materials so that they will be usable by all students rather than just by those who plan to go to college. Many of these programs have as

> a goal the integration of knowledge about the world of work, occupational preparation, and the rest of general education. All have as a goal the preparation of all high school graduates for life outside the school, as well as for post-secondary specialization. It is too early to predict the direction of the single curriculum which may result, but it is apparent that many people are working hard to bring it to reality." (Evans, 1971 p. 276)

From this brief discussion, I infer that vocational educators believe that:

> The disparity between vocational education and general education is not as severe as once imagined.
>
> Vocational education must both be built upon and integrated with good general education.
>
> Vocational educators are not so different from their counterparts in general education as was once suggested.
>
> Now is the time for more dialogue between vocational educators and general educators to form a bedrock of understanding and mutual support.

Summary

Having gone through the process of identifying these major program areas or areas of interest which vocational educators seem to support, and analyzing the reason for such support, I shall now attempt to frame these components into some coherent statement of belief.

Remembering Counts criteria, I do believe this statement is:

1. Empirically based - each component has been derived from experience and has been determined through a fairly empirical review of actual practice.
2. Comprehensive - the statement does speak to most, if not all, areas of vocational education and to some degree, all aspects of educational process.
3. Consistency - it does appear to be reasonably consistent. (There is one specific section denoting inconsistencies determined through the process.)
4. Practicability - it appears to be reasonably practical.
5. Satisfying - hopefully, it will be satisfying to all the adherents of vocational education (only time will tell on this criterion).

It should be remembered that this is a statement of belief of those persons who call themselves vocational educators. It may or may not be the philosophy of vocational education. However, if one can assume that the philosophy of a program can be determined by analyzing the practices of the supporters of that program, then this statement will suffice as a beginning point in the search for deeper philosophical beliefs. It is the opinion of the author that these are really principles and that if each of these statements were pushed through the same process of analysis through which they were derived, then the deeper philosophical dimensions would begin to emerge. Time will not permit such an inquiry here, however; therefore, the following statements of beliefs is offered. For ease of reference, I have categorized these beliefs around certain selected components of education, the individual, and society.

A Summary of the Basic Beliefs of Vocational Educators.

Purpose of Education - we believe that:

Education is life; not preparation for life.

The Individual - we believe that:

Each student is important.

Students are responsible individuals and should be treated as such.

If students are given responsibility they will respond in a responsible manner.

Each student can make a contribution to his/her learning.

Students have the right to participate in their educational process and make some decisions concerning themselves and the process.

The Economy - We believe that:

The economic aspect of human endeavor is a realisitc aspect and should not be shunned by education as "unclean."

Education can have an important impact on the economy.

Education can actually produce new goods and services in the form of skills and techniques.

Vocational education is that form of education which is most applicable in an economic sense.

There is a direct correlation between vocational education and economic growth.

Vocational education is responsible for the employability of a person and not for his/her employment.

Community - We believe that:

Meaningful learning experiences occur within the community and not just within a school.

Students learn through all their experiences; not just those which occur in a classroom.

The educational establishment should seek to complement such learning experiences and to coordinate these experiences for the benefit of the student.

Community members do desire to become actively involved in the teaching-learning process and have much to offer all of education, particularly vocational education.

Many persons in addition to certified teachers are capable of providing instruction.

The school should open its doors to the citizens of the community and foster a partnership role in the educational process.

The educational establishment is not totally responsible for the education of our youth; other societal institutions must share the responsibility and their resources.

Teaching-Learning Process - We believe that:

The most effective environment for learning is the environment which is true-to-life for the student.

The school should coordinate its learning activities with those of the community to the advantage of the student.

The best teaching-learning situation is a model of democracy in action.

Self-imposed individual goals are better than goals which are imposed from outside.

Each student must apply what is being learned if he/she is to learn it effectively.

Each student needs to practice if he/she is to retain what he/she learns.

Many of the actions of the students are but a reflection of the teachers' expectations of the students.

Occupational choice truly is a process, not an event.

Vocational education has a vested interest in the student having made the best possible choice for himself/herself.

Vocational education content is valuable to the student in developing decision-making skills.

Vocational education has a responsibility (fiscal as well as conceptual) to assist students in the process of decision-making.

Vocational education is broader than specific salable skill development.

Vocational education is a teaching-learning process. It is experiential learning.

Vocational education is an example of the process of teaching from the concrete (specific fact or skill) to the theoretical (concept).

Vocational education teaches students how to learn as well as what they are to learn.

Curriculum Content - we believe that:

Vocational education content includes the same concepts as does the content of general education.

The content of educational programs at the secondary and postsecondary levels should have immediate and practical application to the real world.

Educational programs should result in a measurable outcome (relative degree of skill) for each student.

Vocational education content is more applicable (relevant) to the daily life of the student than is the content of general education.

Vocational education should be able to demonstrate its effect upon students (accountability).

Vocational education content accepts the students in their present state and allows them to progress from that point.

There is a career ladder within an occupational field which runs from the semi-skilled to the technician and the professional.

The content of a vocational education program which trains for such an occupational field can be structured to provide exit points for students according to the hierarchy evidenced in an occupational field.

Vocational education content may be arranged from the specific to the conceptual in logical sequence.

Skill Development - We believe that:

Vocational education has a responsibility for providing students with a specific salable skill.

As specificity of skill increases, society's responsibility for the provision of such skill decreases.

Specialized vocational education (grades 10 and above) is not for everyone but should be offered to those who can profit from such instruction.

Such specialization is expensive and should not be placed in every high school. The more specific the skill to be taught, the more appropriate the use of actual job experiences for the training process.

Specific vocational education programs should be offered as nearly as possible to the time of their use by the individual on the job.

The more technical the job, the more need for the individual to possess a conceptual understanding of the field.

Each student has the right to know his/her level of skill.

The criteria upon which the student's performance is measured should be consistent within an area of study.

The criteria should be both a valid and reliable measure of competence.

Vocational education teachers possess the competencies (technical and pedagogical) necessary to prepare a student in a specific skill.

Vocational education teachers may be evaluated on the relative degree of skill they impart to students.

Relationship of Vocational Education to General Education.

Vocational education is an integral part of the process of education and should be so justified, supported, and evaluated.

The disparity between vocational education and general education is not as severe as once imagined.

Now is the time for more dialogue between vocational educators and general educators to form a bedrock of understanding and mutual support.

Vocational educators are not so different from their counterparts in general education as was once suggested.

Vocational education must be built upon and integrated with good general education.

However, we still believe that:

Vocational education content is more specific than the content of general education.

Vocational education, its programs and practices, are still sufficiently different from general education to warrant separate funding.

Vocational education might be "swallowed up" by general educators if categorical funding were eliminated.

If vocational education disappeared as a program, then the important aspects of its functions would be lost for students as has been the case in general curriculum.

Common Misunderstandings.

We do not necessarily believe that it is the function of the schools to run a placement office. Ours is an educational function and our interest in job placement emanates from a desire to make instruction more realistic. One means by which to ascertain its realism is to evaluate job placement.

No evidence can be found to support a statement to the effect that vocational educators believe that vocational education will reduce or eliminate unemployment.

Potential Inconsistencies.

Although the following beliefs may be somewhat inconsistent with the overall trend of the other beliefs, they were legitimately inferred during the process and so are included.

> Area vocational education schools are cost efficient and can be managed more easily to reach specific vocational education objectives.
>
> Area vocational education schools maintain the integrity of vocational education programs.
>
> Area vocational education schools make it possible to distinguish between general education and vocational education.
>
> Area vocational education schools are convenient for the vocational educator.
>
> Subsequently, we can infer that some vocational educators really do believe that vocational education content is so different that two different systems are required.

These, then appear to be our beliefs. There may be some omission and there may also be some duplications in this listing. This list should be taken as a beginning point and after much review, analysis and revision, it may begin to develop into a more unified statement of belief. At the moment, it does appear to be a fairly comprehensive listing of what we believe today.

CONCLUSION

The orginal task assigned me was to address the topic "Current Beliefs and Philosophical Foundations of Vocational Education as a Consequence of the Emergence of Career Education." The items which I have identified are not the consequence of the emergence of Career Education but instead are beliefs which have evolved over time with or without the existence of Career Education.

According to Hoyt,

> "... one of the side effects resulting from vocational education's initial support for career education was confusion, in the minds of many persons, regarding what, if any, differences exist between career education and vocational education. This has been particularly detrimental to needed improvements in both career education and vocational education when such mistaken perceptions occur among those whose past backgrounds cause them to be suspicious or distrustful of vocational education." (Hoyt, 1976 p. iii)

I believe this statement of beliefs can contribute to a better understanding of Vocational Education; however, I have made no attempt to relate this statement to Career Education. I leave that to the reader because (1) I do not possess a sufficiently accurate statement of beliefs concerning Career Education into which to try to fit this statement of Vocational Education and (2) quite frankly, I've had all I could say Grace over getting this far.

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THE BASES FOR CAREER EDUCATION AND VOCATIONAL EDUCATION

by

Samuel Osipow

One culmination of the career development movement that began to take explicit shape at the beginning of the twentieth century and accelerated with the vocational testing movement, the vocational guidance movement, and the development of professional activities associated with entry into the labor force, is the current development of career education. Because many of the ingredients of career education programs existed prior to the middle and late 1960's, when career education first began to crystallize as a term and concept, there is considerable confusion about career education in the minds of counselors and vocational educators, and the general public.

Some view career education to be a variant of vocational education in which training programs are developed in order that individuals might develop specific job related skills, while still in school, that will enable them upon graduation to move directly into the work force with minimal dislocation. Others seem to think that career education, while possibly resulting in the development of specific job skills, is really more appropriately viewed as an aspect of life-planning education. As such, it should consist of increasing sequential experiences designed to help individuals understand their personal and environmental interactions better. These two positions probably represent the extremes, but others have seen career education processes and programs representing almost everything between these two extremes.

A good operational definition of career education has been proffered by Goldhammer and Taylor (1972). They suggest that "career education...curriculum...[provides] an integrated and cumulative set of experiences designed to help each student achieve (1) increased power to make relevant decisions and (2) increased skill in the performance of his life roles."

This definition embodies both extreme views of career education. It includes a provision for an early and systematic acquisition of understanding about one's self and the environment which presumably culminates in, among other things, an increased capacity to decide about one's life work and a provision for an increased capacity to engage in that life's work because the necessary entry-level skills have been acquired in the process of development.

Career education seems to evolve from the notion that human development is continuous. However, there are occasional significant discontinuities in this continuous process (see, for example, Tiedeman and O'Hara, 1963; Dudley and Tiedeman, 1977) which are not entirely undesirable. The skills used in dealing with these discontinuities during development are frequently acquired and shaped gradually. It is during these periods of personal development that significant affective and cognitive growth occurs. Career Education programs, at their best, allow individuals to gradually develop the skills they need to deal with the significant discontinuities in their lives.

Expecting people to cope effectively with abrupt discontinuities in their lives does not seem to be reasonable. For example, requiring a junior high school curriculum choice to be made with one week's notice and no preparation is not likely to result in careful thought.

There is not even enough time to provide the basic data that is necessary for a person to make a carefully reasoned decision. A work choice made abruptly at high school graduation is also likely to be inadequate. One aspect that sound career education programming should have as its outcome is the extensive knowledge of self and the environment acquired through years of systematic and sequential exposure. Such knowledge could be drawn upon at periods of discontiuity and when critical choices must be made.

Another aspect of sound career education programming would involve the "least resistance" concept (Osipow, 1969; 1973) wherein institutional choice systems would be designed in a way that would minimize inflexibility and maximize opportunities for revision. A "least resistance" model attempts to structure institutional demands in such a manner that artificial and arbitrary barriers are not placed before people. Such an approach tries to take advantage of (or at least minimize) the natural passivity and inertia of people. Such systems would allow people to approach the choice process without undue anxiety and knowing they have escape routes if the decision seems unworkable or inappropriate in the future.

How do career and vocational education differ? Vocational education is one of several sets of academic skills acquired appropriately through the educational system and, in this instance, oriented very specifically to the work setting. Other parallel sets of skills in that subset might include academic skills such as effective reading, writing, studying, computing, motor skills, and interpersonal skills. Career education might appropriately be construed as an overriding educational process. It is designed to enable people to deal with the acquisition and implementation of skills regarding their life tasks and, as such involves the whole range of vocational skills, academic skills, motor skills, and interpersonal skills.

What is the process of career education? It is partly the interaction of self-awareness and the environmental, along with other forms or awareness. In addition, beginning at a very early age, the process of career education involves attempts to teach students the skills necessary for learning to observe their environment and to process those observations by systematically and comprehensively comparing and interpreting the observed data.

Part of the processing activity involves knowing about the environment and learning about individual differences, life styles, economics, probability of success and satisfaction, and the social and self value systems. All of this learning should occur in terms which are relevant and appropriate to the development level of the individual; it should occur sequentially. These experiences should occur differently, but repeatedly, for the first grader, for the third grader, and for the sixth grader because the capacity of the youngster to deal with these notions is slightly different as maturity occurs; also, new levels of understanding and integration are possible with maturation.

Early career education efforts (in the primary grades) should emphasize process elements: observation, interpretation, and evaluation. Later (in the secondary grades), efforts should focus on experiential events in which students get the "raw data" to use in practicing how to make choices and decisions. Classes should also include experience in and definitions of productivity. Students should learn what work is so that it becomes real to them and so that they can begin to see it in terms of products as well as processes. Students need to learn what work is like as it is perceived by others such as their peers and their parents. Youngsters should also understand work variations in terms of social class differences and sex stereotypes.

A conception of the work "lifeline" should also be acquired so that the impact of life stages relative to work can be understood. At more advanced levels, students should learn something about the effects of governmental and other social institutions on work organization and work output. The problem of decisions-what they are and how they are made; what can and what cannot be controlled-should be considered within this process of career education. Finally, career education should expose students to the problems people experience in work as well as the satisfactions they experience.

In sum, career education is not simply the acquisition of work related or job related skills; rather, it is the individual's acquisition of skills for learning what is going on in the environment, how he/she fits into the process, and how one may develop those attitudes which will enable the individual to, (1) know how he/she wants to interact with this environment, and (2) permit the matching of behaviors with attitudes in order to act in an internally consistent manner. Hopefully, the outcomes of this process will include high levels of work effectiveness, work satisfaction, and work motivation.

What are the ingredients that we must understand to effectively plan such a process? We must know something about human development, about social organization, about career development theory, and about decision making in order to proceed. The rest of this paper concerns these topics.

HUMAN DEVELOPMENT AND ITS RELATIONSHIP TO CAREER EDUCATION

As mentioned before, it is important to assume a life-span perspective in thinking about career development so that a more sophisticated understanding of the process of career choice, training, implementation, and satisfaction can be achieved. All too frequently, educators become preoccupied with studying the career choice and skill training process in adolescence without seriously subjecting these understandings to careful scrutiny regarding the validity they have for satisfaction and success in later life. Educators (and the general public as well) tend to assume that academic success is highly correlated with work success when, in fact that assumption is not clearly validated and numerous examples to the contrary have been shown to exist (e.g., Hoyt, 1965; Holland and Richards, 1965). Therefore, it is appropriate to give at least cursory attention to some important aspects of life-span development in order to establish a context for understanding vocational maturity.

Vocational Maturity. Career development clearly implies a continuity, and irreversability, and a generally narrowing nature of vocational preferences and selections. At birth the range of career options is, if not infinite, extremely wide. With age, the options begin to narrow as a function of experience, culture, and personal development. Nevertheless, the options for most individuals in our culture are not so narrow between the ages of fifteen and eighteen that the process of selecting between alternatives becomes simple, but it is clear that career/educational options have been very substantially reduced by the time individuals reach the latter years of high school and begin thinking about entry into the labor market.

However, it is probably appropriate to think about decision making as an expanding-contracting process (Tiedeman and O'Hara, 1963, have proposed a paradigm which graphically depicts this situation). Thus, at approximately the ages of fifteen to eighteen, the principle tasks for the youngster in school is to narrow, as much as possible, the range of educational-vocational alternatives because a choice point is approaching. Whether that choice point is concerned with entry into the labor market in some specific job or continuation in some form of post-high school training, a specific choice must be made. Once the choice has been made and implemented, the range of options is again expanded. For the student continuing training, new educational-vocational alternatives exist. For the worker, alternatives specific to career patterns, lateral movements, advancements, and the acquisition of skills, exist at later, but not remote, stages of the work life.

For the college student, the options will narrow again as graduation looms; the process of choice is repeated as job entry is implemented. Thus, one might conceive of the options relative to the career process as gradually narrowing and widening according to different kinds of environmental press along the way. Figure 1 graphically represents how this scheme might work.

What is important to note in Figure 1 is the fact that it emphasizes that career decisions are not made only during late adolescence or early adulthood; rather, the nature of the career decisions change actively throughout an individual's work life. This observation is extremely significant and troublesome for vocational and career educators as will be noted later.

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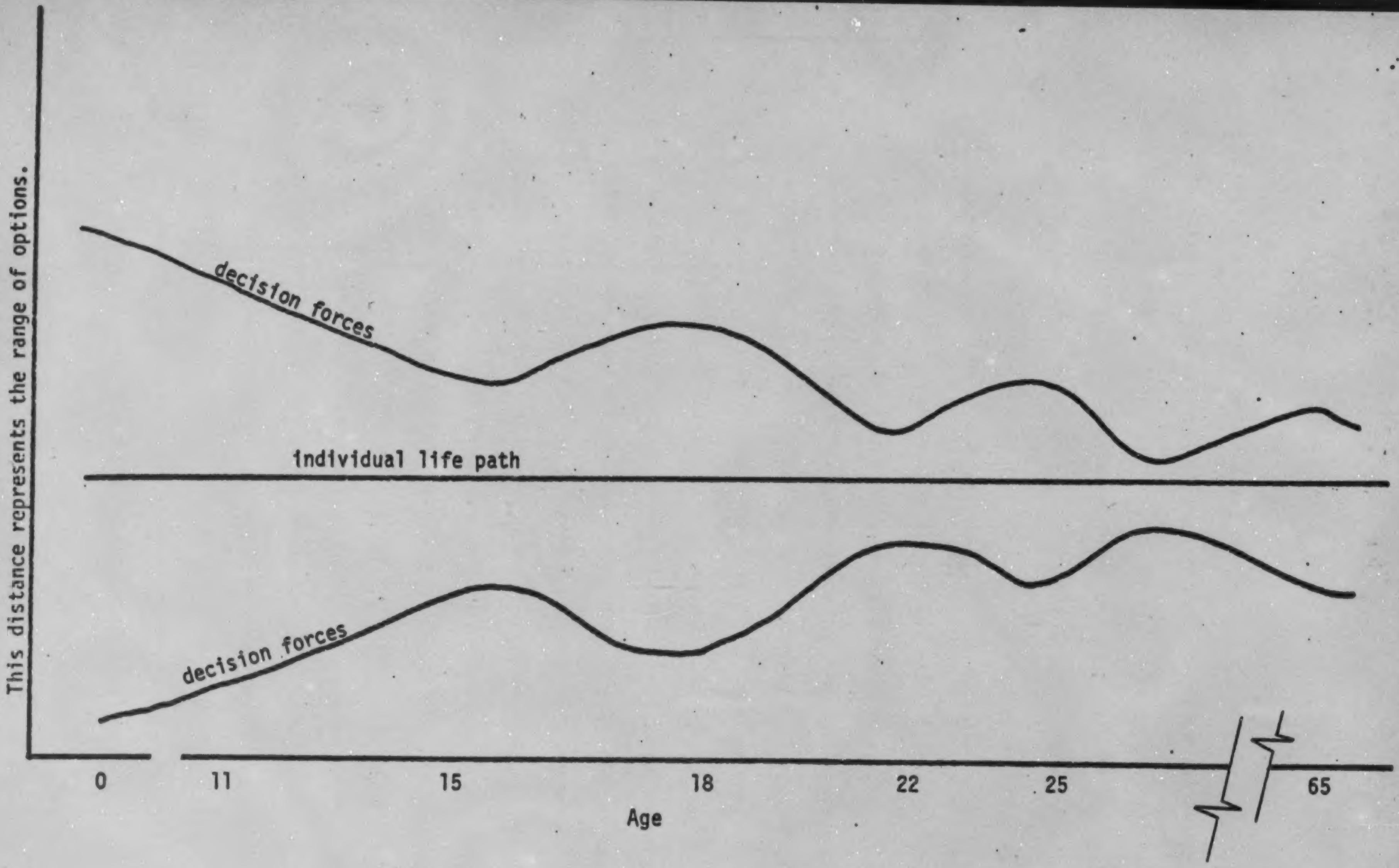
This distance represents the range of options.
decision forces
individual life path
decision forces
0
11
15
18
22
25
65
Age

FIGURE 1

The notion of developmental tasks is also particularly relevant. For example, we expend most of our energies considering early career choices, but we should consider the mid-career phase as well. Mid-career issues for workers involve such problems as the individuals possess diminishing personal resources of the individual; the same time the persons acquire and accumulate increased numbers of commitments. For some individuals, the problems of success is the principle issue. Once goals are achieved, how are new goals developed? For many others, the physical and psychological effects of the aging process are significant in terms of reduced energy and physical capacities. Finally, the transition from mid-life to old age results in the need for most people to deal with their failure to achieve many of the important goals they had set for themselves (Mills, 1970).

The extent of options available again increases at that point along the career lifeline near retirement. Some of the same problems which occurred earlier are evident in terms of choices to be made, consequences to be accepted, and the continuation of change in terms of such dimensions as friendships, adjustment to illness, marital and family status, and reduction of income.

In some respects, it is an oversimplification to view vocational maturity in the terms suggested by Crites' vocational maturity measure-the Career Maturity Inventory (Crites, 1973). The major limitation of Crites' approach is its primary focus on the adolescent process of choice and career entry. How this choice relates to later vocational satisfaction and performance is not afforded sufficient attention.
In face, as now measured, vocational maturity is like a "pre-vocational maturity" because individuals are assessed in terms of their capacity to make the necessary preliminary decisions about their

careers. (Osipow, 1973) What is sorely needed is an adult vocational maturity measure which would indicate an individual's vocational satisfaction and performance after they had worked in an occupation for an extended period. It should be noted that Crites (1976) is attempting to develop such an instrument, but it is not yet available for extensive use.

Interests and Aptitudes. The aspect of interest and aptitude development is somewhat simpler to deal with. If thought of in terms of the primary instruments used to predict vocational satisfaction for example, (the Strong-Campbell Interests Inventory), then it might be we are on relatively firm ground in assuming that interests develop and stabilize by late adolescence or early adulthood. Also, it is not too risky, other things being equal, to try to use such measures and concepts as predictors for later vocational satisfaction.

However, measuring interests in these ways does not really provide an understanding of the qualitative aspects of interests. To the career educator, the process elements of interests are likely to be richer and more useful than the predictive elements. In fact it appears as if considerable research is yet needed to assess the process elements of interest development (see Osipow and Scheid, 1971; Osipow, 1972; Osipow, 1975; Wise, Charner, and Randour, 1976).

The fact that vocational interests are not clearly formulated until very late in adolescence, long after commitments to educational programs are generally made, is of particular significance to the career educator. One of the nagging problems for curriculum developers interested in vocational matters is that of minimizing the dilemmas associated with late shifts in curriculum enrollment. Such shifts all too often indicate that earlier training may have been irrelevant.

There is no satisfactory solution to this problem because of the timing associated with the development of interests. Possibly, the negative effects of such shifts might be minimized if the training provided is still useful in other contexts. One way to accomplish this objective is to provide broad-based core training which is widely transferable. And, as many "loop back" systems as possible should be built into our postsecondary school curricula.

Least troublesome of all is the rate and manner in which aptitudes are developed (e.g., Thorndike and Hanga, 1959). Most of the devices to measure and predict aptitudes have relatively good stability and predictive validity. Therefore, it is feasible to place (as far as aptitudes are concerned) students in appropriate training programs. There are occasionally, however, some people whose performance is not well predicted. It is important to keep those individuals in mind and to avoid the development of excessive reliance on instruments when placing people in training programs. No benefits are accrued by prematurely limiting by closing people the number of options available to individuals.

Career Salience. The concept of career salience has been increasing in importance (e.g., Dubin and Goldman, 1972). Measure to career salience has been developed by Greenhaus (1973) with the instrument assessing the degree to which careers are central to the life interests of individuals. One of the problems for career educators is that careers are not central life interests for all people.

Career development is only one of three major developmental tasks for adolescents (Tyler, 1969), yet our programs seem to be designed on the assumption that careers are of preeminent concern. Features of good career education programs might include (1) the assessment of the degree to which careers are salient for individual students and (2) the determination of ways to increase career salience where it is below a threshold of adequacy.

In essence, educators should be cautious about assuming too much validity and importance for the constructs and the instruments to measure interests, aptitudes, and vocational maturity. While these instruments and constructs can be useful for programming and evaluating, they should not be permitted to become the criterion of achievement. They should remain the methods and tools used to achieve objectives.

SOCIAL ORGANIZATION AS RELATED TO CAREER EDUCATION AND VOCATIONAL EDUCATION

It is possible to make several reasonably confident generalizations about the relationship between social class membership and educational and vocational development (Osipow, 1973). For example, there is a positive correlation between educational level and level of occupational aspiration. This correlation makes intuitive sense. Furthermore, the correlation reflects familiar patterns; that is, the more highly educated the parents, generally speaking, the higher the level of educational-occupational aspiration of the offspring (Rosenberg, 1957). The correlation between parental occupational level and the aspiration level of offspring, however, may be leveling off. As our population becomes more highly educated, some attenuation in the relationship between parent-offspring aspirations is likely because the distribution of highly educated people is becoming skewed. Nevertheless, despite the leveling off, there still appears to be some positive relationship between parent/child education aspiration levels.

Another generalization that has received some support in the literature (although there may well be a methodological artifact which exaggerates this relationship) is that of occupational inheritance. Basically, this concept suggests that parents seem to transmit their occupational role to their offspring. At the very minimum, such transmission occurs in the form of parental transferance of occupational level. The effect probably occurs partly through the transmission of personal qualities via heredity and partly through the availability of facilities and resources necessary to achieve various occupational levels within various occupational contexts. Even in this day of egalitarianism, the child of a physician has an advantage when applying to medical school-other things being equal-that the child of a non-physician lacks. Similarly, the union member has an advantage in gaining membership for a child in that same union as an apprentice that a non-union member lacks.

In addition to the advantage of personal influence, there is also the transmission of an increased possibility to work within a given occupation because of increased exposure to tools, techniques, ideas, and environment. Again, the offspring of a professional physician would probably have a greater understanding of the field of medicine and the life of a physician than other children might. They would also have a greater familiarity with work settings, language, and other dimensions of the occupation than other children.

However, when we think about occupational inheritance in terms of specific jobs or occupational titles, then the coorelation between parental and offspring occupations becomes relatively modest. It is only when the relationship is assessed in terms of broad occupational fields (e.g., the eight fields represented by Anne Roe's (1957) occupational classifications or the fields represented by Holland's (1973) scheme) that the correlattion between parent and child careers seems substantial. In summary, parental influence on the occupation of their offspring is a function of financial resources, material goods, attitudes, value shaping, and the development of skills partly through the inheritance of a gene pool and partly through informal training by highly skilled parents.

A second factor associated with social organization and occupational development has to do with sex membership. A large amount of literature has been developed regarding the influence of sex type on occupational development (e.g., Osipow, 1975a; Vetter, 1975). It is well known that males and females have differential access to occupations as a function of their sexual identity. There is substantial sex stereotyping in occupational activities within our culture despite the recent advances of the womens' movement. And, these sex-role stereotypes define what are considered to be appropriate or inappropriate occupational activities. Furthermore, sex-role stereotypes influence the differences in the kinds of support systems available for males and those for females within the occupational world.

For example, it is a well established fact that women do not get paid as well as men do for similar, or the same, occupational activities. Females are not as likely as males to be encouraged to explore certain occupational areas (Scholossberg and Peitrofesa, 1973). Since child care is assumed to be the primary function of the female, if both partners in a marriage are employed, the female still assumes the primary burden of arrangements for child care and the assumption of the primary homemaking activities. Finally, there are further problems associated with the belief of employers that there is a negative correlation between marital satisfaction and work commitment for both partners in a marriage (Miyahara, 1975).

It has recently been common to consider occupational activities of women in terms of three basic roles. The first, and most obvious, is that of the homemaker; this is the woman whose primary function is caring for the home and raising a family. The second is that of the traditional career-oriented woman who engages in such stereotypical occupations as nursing or teaching. Finally, there is the non-traditional career woman who pursues employment in those occupations such as law, medicine, or some machine trade where there are relatively few women.

A modification in organizing the world of work in this way for women has been to perceive the career orientation of women in terms of career commitment regardless of content. As a result, the notion of career salience (Greenhaus, 1973) versus non-career salience in women has evolved. This seems to be a useful construct in that it permits transcendence of the content aspects of women's work and allows consideration of female attitudes toward the work activity itself. It may be that subtle differences exist between the attitudes of a nurse employed in a traditional career with a career orientation as opposed to a female who is non-career oriented. Research along these lines is only beginning.

Race seems to be associated with career membership in a very similar way to that of sex. That is, the problems in terms of career access and support systems for non-white populations seems to be restricted (Osipow, 1975b). However, much of the research dealing with race, career aspirations, and vocational behavior levels is confounded with social class membership; rather high proportion of the non-white population are relatively poor and are thus members of the lower socioeconomic classes. As a result, it is difficult to tell from the research literature whether or not the principle variables associated with the career problems of racial minorities lies in the lack of resources inherent as a function of their social class membership or whether the career problems result from something distinctive as a function of their racial membership (Osipow, 1973; 1975b). A recent study (Cooper, 1976) attempted to clarify the situation as to whether or not social class membership is more important than the racial membership with respect to career choices and aspirations. Cooper found that whites and blacks of similar social class levels had much in common with each other regarding their careers. However, the results were not definitive; many questions remain in this area.

The handicapped also have special career related problems. The primary ones result from the erroneous stereotypes attached to and assumptions made about the handicapped (Osipow, 1976). Too often, all handicapped people are perceived as being alike. Furthermore, careers for the handicapped are viewed by many as erratic, unimportant, overly limited, and stressful. Career education programs need to be concerned with informing both the handicapped and the non-handicapped that the above assumptions are not valid. As a direct consequence, vocational education programs must be explicitly designed in order that training can be made available to handicapped individuals.

A final aspect of social organization that must be considered is the design of organizations and institutions and the effect of this design on occupational aspiration and achievement. In training for careers, particularly in vocational education and career education curricula, it is important to note that excessively rigid or irreversible career patterns can be especially troblesome in that most young people make many "false starts" in their commitments to various vocational alternatives. One of the problems inherent in most educational institutions is the limited number of reversal points and the frequently arbitrary institutionally required commitment to programs which prematurely and inappropriately lock individuals into training for careers. Thus, one can speculate about the degree to which occupational satisfaction in later life might be enhanced or interfered with as a function of the development of flexible educational systems which permit both a later commitment to a field of study and more frequent "turn around" points for those whose earlier commitments have turned out to be less than satisfactory.

What is the implication of social oragnization for the career educator and the vocational educator? It seems evident that social class membership and social organization significantly shape attitude development about educational and career objectives. Socio-economic status and social organization also have a significant relationship to the availability and use of various resources that allow individuals to transcend various occupational barriers. It also seems necessary that great effort should be expended to avoid development of arbitrary and artificial barriers regarding the timing of choices, the nature of courses chosen, and the evaluation of performance in those courses. Also, the provision of various support services such as child care and research into the sources of marital satisfaction and adjustment might enhance and broaden the career options available to young women as they move from school into work roles.

THE ROLE OF THEORY IN CAREER EDUCATION AND VOCATIONAL EDUCATION

Since World War II there has been considerable development of theoretical constructs and systems to explain and predict the process of career development. There is no need to review the theories in detail here since they have been reviewed extensively elsewhere (Osipow, 1973). The two theories most influential in career development thinking today continue to be those of Super (1963) and Holland (1973). Super's theory builds on two basic concepts: the implementation of a self-concept through work and the movement of the individual through a variety of life stages. Each is characterized by a distinctive vocational developmental task or set of tasks. Holland's theory is similarly based on two major dimensions. It suggests that there is substantial interaction between the occupational environment which is comprised of six subsets and the individual's personality orientation.

Superficially, these theories look the same in that they both involve some interaction between the individual and his environment. However, the details of the two theories are considerably different. Holland's theory, assumes that career development occurs through a variety of factors of personality orientation and the affect of varying degrees of environmental congruence on dimensions such as occupational development, effectiveness, and satisfaction. There is a considerable literature validating the notions outlined by Holland. Also, several programs and processes have been designed to facilitate the individual's self-understanding in order to increase the likelihood that the individual will be able to identify and function in an environment that is personally congruent.

Super's theory is more complex than Holland's. In this theory, there is some discussion regarding the development of self-concept and the specification of vocational development tasks throughout the life span. A major construct in Super's theory is vocational maturity. Again, as with Holland, there are considerable data substantiating most of the major elements of Super's theory.

It appears that Super's theory has been more influential than Holland's in shaping the emergence of career education programs. Because super perceives the critical raw material of vocational development to be those elements that shape self-concept development and foster vocational maturity, the basic outline of most career education programs seem to stem primarily from Super's conceptualization.

In order to progress satisfactorily toward vocational maturity, Super's theory assumes that an individual should be exposed to a systematic and sequential series of events leading to an accumulation of self-understandings about the world and those attitudes and forces which shape his behavior and that of others. Holland's theory, on the other hand, though certainly not incompatible with career education, seems to offer fewer suggestions than Super's for developing a sequential series of exploratory experiences. However, Holland's conception is compatible with some of the more standard notions of vocational education in that individuals may be identified as congruent with a particular work environment and then exposed to training experiences to enable relatively easy entry into those environments. It should also be noted that Super's theory is very useful to career educators in that the stages of development provide cues for programmers regarding the appropriate experiences for a particular age/grade level.

Both conceptions, Super's and Holland's, are also used in programming because of the instrumentation that has evolved from them. There are numerous scales to measure various aspects of vocational maturity (e.g., Crites, 1973; Super, Bohn, Forrest, Jordaan, Lindemen, Thompson, 1970), as well as work values (Super, 1970a) and vocational types (Holland, 1972; 1975). Both theories potentially lend themselves to the development of instruments that can be used, at least in part, as criteria for determining the effectiveness of career education programs. Therefore, the contribution of the Super and Holland theories to career education concepts and programming cannot be overemphasized. These theories have helped to stimulate and validate the various notions that career development is systematic (or at least can be) and that programmatic efforts to facilitate the development of careers can be guided by concepts which indicate how an individual's career should develop.

DECISIONS: HOW ARE THEY MADE?

Much is unknown about the process of decision-making. A considerable amount of literature exists in the field of experimental psychology relating to decision-making and dealing with psycho-physical judgements (see Mitchell and Beach, 1975). While a few attempts have been made to relate those studies to decisions of a managerial, economic, and career nature, for the most part, the efforts to translate the findings of experimental psychologists to applied decision-making have not been entirely satisfactory.

Unfortunately, the efforts to transfer the knowledge from basic psychology have been least effective when dealing with career decision-making. Much of the career decision-making process may be irrational in nature (for example, see Baumgardner, in press). Some writers have speculated that decisions are made almost in a random or accidental way in response to unpredictable, or minimally predictable, life events (e.g., Caplow, 1954). In effect, the pattern that has been described by many writers has been one where an individual has a chance encounter with another significant individual- the effect of this encounter being that an exposure is made to an option that was heretofore not considered. This option then leads to a series of others, a network of circumstances develops which, after a time, draws the "deciding" individual into a stream of events she/he did not intentionally start and may, in fact, not even be a willing party to at the present time. In effect, then, all these decisions are construed to be accidents.

Of course, one might argue several points to the contrary. "Accidents" occur to everyone, but not everyone responds in the same way to these chance events. Super (1970b) and Osipow (1973) have argued that the individual's response to such random events is, in fact, the raw material which must be used to understand the process of career decision-making. One might go further than that and assert that if "accidents" are important in determining the career future of an individual, then these "accidents" should be "arranged" in a manner that is conducive and facilitative to an individual's career development. One might in a broad sense, propose that the programs which we develop in career education are in fact our attempts to arrange accidents so that productive and facilitative channels, rather than those which are random and unpredictable, are open to people.

Some investigators have proposed the use of subjective estimates of probability of success times the attractiveness of the outcome as a way to determine how people actually make career related decisions. Figure 2 depicts a "2 X 2" matrix showing how one might expect these two variables to interact and be associated with probabilities of making any particular kind of decision.

Cell 1 highly attractive highly likely	Cell 2 highly attractive unlikely
Cell 3 unattractive highly likely	Cell 4 unattractive unlikely

Figure 2

In Figure 2, it can be seen that a high probability of success in a highly attractive outcome is obviously the most probable choice, and that a low probability of success coupled with a low attractiveness outcome is the least probable decision. High probability of of success with low attractiveness, and low probability of success with high attractiveness decisions, of course, are of indeterminant probability and probably lie somewhere between that of cell 1 and cell 4. However, it is difficult to predict where tasks that are judged to be moderately attractive and moderately probable of success would fall in this matrix. This latter situation also exists for those decisions that are moderately attractive with a low probability of success.

While this model may be attractive as a schematic representation of the decision-making process, it appears to be very difficult to make operational and has rarely been used in an applied setting. It has some potential use, in demonstrating to individuals at least two dimensions which probably should be significantly considered in making decisions. Other very important dimensions, however, do not find themselves represented in this matrix. In considering the attractiveness dimension, accessibility should be considered as well as economic outcomes, work conditions, and other factors. Some of those same elements would likely affect the estimated probability of attainment. These are examples of the dimensions which might serve as the "meat" of most counseling and/or career education programs, and this content is well known. The problem is not to identify the dimensions, rather it is to find a mechanism for integrating and processing them systematically and rationally so that the resulting decision is actually a function of the most critical elements of the data available to the individual.

Sometimes the construct of vocational interests have been used to help understand the decision-making process. However, for the most part, interests are not useful in this regard, because the construct, as well as its measure, are far too global, too abstract, and too frequently mislabelled to be of use. For example, a student might decide to become an engineer because they find pleasure in building model airplanes. Unfortunately, the individual has failed to recognize the large gap between engineering and model building; also, he/she is apparently unaware of the many other significant factors to be considered. Or, a student might decide to study chemistry in college because they liked their chemistry teacher in high school. Such a decision has not involved serious consideration of the content of chemistry as a discipline and the work applications that would result form a serious and intensive exposure to chemistry (Osipow, 1975c).

Are age and style of decision-making factors which need to be considered? There is little data to indicate the nature of the relationship between age and skill in decision-making even though this would appear to be a relatively easy area to investigate. However, there are some studies which have looked at various aspects of behavioral styles and decision-making. For example, there appear to be some people who are likely to be early deciders and others who are likely to be late deciders. Yet, there is much research to do in attempting to determine the significant differences between these two groups. One might speculate that the early deciders are individuals who are either so highly committed in one direction that there is no other serious course of action open to them, or they might be so eager to suppress the anxiety associated with openness and ambiguity that they must make a decision in order to be comfortable.

There is some reason to believe that the latter does occur in some individuals. There are people who repeatedly make strong career commitments which are frequently reversed and replaced by other strong career commitments. Such a pattern suggests that these people use a commitment to resolve their anxieties about decisions; yet, they are able to reverse and revise these decisions when appropriate.

There are also studies which show that individuals vary in the ways they revise their career decisions. Leonard, Walsh, and Osipow, (1973) found that some individuals, if hypothetically blocked from their first occupational choice, indicate a second occupational choice within the same general field of activity, but at a lower level; others in a similar situation are inclined to stay at the same level in their second choice but move to a different field. Such an observation might be related to differences in commitment. Leonard, et. al.'s data support the notion that certain kinds of individuals (those of high self-esteem) are more likely to stay within the same field if they are denied their first occupational choice they are less likely to be influenced by the factor of occupational level than other persons.

The problem of chronic indecision has also been addressed by many investigators. Data seem to indicate that there are no substantial demographic differences between college students who are undecided and those who are committed to a career (Ashby, Wall, Osipow, 1966). Some investigators have suggested that there is a difference between being undecided and being indecisive (Goodstein, 1965). Several investigators have developed indecision scales which, to some extent, have attempted to unravel the global aspects of being undecided or undecisive; instead they identify the process and content aspects of

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indecision (Holland and Nichols, 1964; Holland and Holland, in press; Harren, 1976; Osipow, Carney, and Barak, 1976). Most of these instruments have been designed to be diagnostic in nature in an effort to determine antecedents and possible useful programmatic interventions to deal with the indecision. Used diagnostically, such scales may help program developers in understanding those individuals who continue to have difficulties in reaching career decisions.

In summary, what is apparently known about career decision-making might be condensed in the following four points. First, it is probably desirable for individuals to make the minimal decisions necessary to function within their environment, but at the same time they should be actively engaged in the process of deciding. In other words, it is probably generally unwise for people to make a decision more specific than is necessary at a particular point in time. There is no reason for a high school freshman to decide to become an opthamologist when the only decision required would be to pursue a scientifically oriented curriculum which will lead to university study.

At the same time, such an individual should be actively considering the decision that is necessary and therein assume maximum control over his/her affairs. One must be careful that delaying a decision does not lead to either a style of avoiding commitment of a "throw-away" mentality. It may be that forcing an early career decision might be desirable if an explicit formal annual review were forced during the formative years. Lack of data simply does not allow assessment of such a proposal at this time.

Secondly, when making decisions that are necessary, it is desirable to eliminate the fewest number of alternative options possible.

In other words, if decision A eliminates the possibility of decision B, but decision B allows the inclusion of decision A, the parsimonious route would be to select decision B and thereby keep as many options as possible open for the future. (Curriculum planners might keep this principle in mind when designing programs which would maximize the possibility of such shifts.)

Third, and more difficult, it is desirable that individuals try to identify data relevant to their decisions and practice making these decisions while varying the data. This, of course, is the crux of the career decision programs that we develop. At this time it is probably not yet clear just what is minimal data and the relative importance to be assigned to this data when making decisions.

Fourth, it is probably necessary for people to learn how the decision-making process affects their emotional life and how to deal effectively with the resulting anxieties of decision-making. Some people may defer decisions inappropriately to avoid anxiety while others may make them prematurely with the same motive. Learning to recognize one's style and work to moderate it, when appropriate to do so, is necessary.

EMOTIONAL IMPLICATIONS OF CAREER DEVELOPMENT KNOWLEDGE FOR CAREER AND VOCATIONAL EDUCATION PROGRAMS

It may be speculated that the main problems associated with devising career education and vocational education programs are concerned with the timing of training, and student commitment, and difficulties in dealing with legitimate shifts of career preferences in developing adolescents.

These shifts may occur in the context of human maturation or they may occur in the context of shifting social, labor, and manpower needs. One possible way of solving this problem would be to learn as much as possible about maturational rates and identify to the fullest extent those core skills that can be taught and widely transferred to numerous work areas.

Certainly, the need to make excessively early decisions about career and educational programs runs directly counter to the concept of human maturation. Very few individuals are able to make knowledgable decisions about their future career at a young age; it is entirely reasonable to have difficulty. At age 13, a youngster has rarely reached full physical maturity and they have seldom reached anything resembling the personality organization and cognitive development that will be achieved a decade later. Career decisions made by a 13-year old are no more likely to fit that person at age 25 than a wardrobe which was purchased when they were 13. Fortunately, we can throw away the wardrobe, but the curricular experiences that accumulate between ages 13 and 18 all too often are carried with us, even if they are not appropriate. It is clear that good program developers must be creative in identifying cores of skills and building curricular recycling procedures so that "alterations" in vocational "garments" can be made as time passes.

As if the problems of career development are not complicated enough due to individuals changes, the problems are compounded because the world around us changes. New careers are constantly evolving; other careers are being phased out; and certain skills which are in high demand at one time are less so at other times. Consequently we often train individuals to perform skills which are no longer needed in the occupational world. Logic would then dictate that we should try to develop common skills and not necessarily assume that we are striving for a smooth transition from school to the labor market with a *minimal* growth in vocational skills throughout the life span. Dreaming on a grand scale, one might make a strong case for expanding public education to include formal and easily accessible options for vocational training at regular intervals throughout the life span so that such training is not necessarily completed at age 18.

This latter point is particularly relevant with respect to the special needs of minority groups and women in our population. Minority group members, because they frequently come from impoverished economic conditions, are often not well adapted to fully utilized educational opportunities during their early years of schooling. However, they often find that by the time they are expected to be entering the labor market they may, for the first time, be reaching that period in their lives when they could most profit from formal education. Similarly, women frequently, find vocational education to be more relevant to their needs at 35 after childbearing and child-raising years, than it was at age 15.

It is probably also appropriate to think about career education in terms of its potential affect on the attitudes of young people regarding family organization and family support systems. It will do no good for women to develop career orientations if they marry men who resist the notion of a changed marriage and family life that accompanies such career orientation. Career education programs should accurately reflect changing life styles and expose young people of both sexes to the recognition that sex role stereotypes are shifting. Students should consider the implications of these shifts for their own careers and their family lives.

Similarly, career education should deal with the notions of re-training, the recycling of skills in the work place, and the generational aspects of career development. It is probably true that most adolescents conceive of their parents' work as meaningless and dull. Probably very few adolescents have a realistic view of either the generational variations in work life and work satisfaction or the income patterns of various careers. There is a body of data associated with labor market conditions and various dimensions of career development that would probably be very useful as background data and which could be taught as regular subject material in the context of career education programming. This material would focus on such issues as the obsolescence of skills, retirement, work satisfaction, and a myriad of other problems.

SUMMARY

Career education is seen as an "umbrella" program in which the following objectives can be achieved over a number of years: knowledge about the work force, knowledge about self and environment, knowledge about the decision-making process, and the capacity to observe and interpret one's environment in ways that allow for the meaningful identification and implementation of personal goals through work and school. It would be desirable if career education programs were taught on a continuous basis throughout an individual's formal education and if they led to a highly internalized body of knowledge about the labor force, the economy, and work life. This information could then be used as a data base from which occupational decisions could be made when necessary.

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THE ADMINISTRATION AND MANAGEMENT OF VOCATIONAL EDUCATION AS RELATED TO CAREER EDUCATION

BY

Grant Venn

The fundamental purpose of American Education is to prepare the young for adulthood. To put it another way, education has as its major purpose the preparation of the individual for the future.

Toffler begins his book, Learning for Tomorrow, with the following statement. "All education springs from some image of the future. If the image of the future held by society is grossly inaccurate, its education system will betray its youth." (Toffler, p. 7)

Vocational education and, more recently, career education are relatively new dimensions when compared to the past centuries as formal education focusing on the preparation of the individual for the future. However, the continually increasing public support for these two aspects of education has caused a growing debate about their roles and the relationships between them; this support has also precipitated a renewed interest in the purposes and role of education itself.

The changing nature of the future is effecting the role of vocational education and this uncertain future has probably been the single greatest factor in the emergence of career education. Uncertainty, change and the growing complexity of the future have made the responsibility for administration and management of vocational education as related to career education a very critical topic. Since both vocational and career education are concerned with the adult work role, what should be their relationship?

Any person responsible for the administration of vocational education must clearly understand and define this relationship if he is to clarify the role of vocational education and his own administrative functions. Thus, the degree to which the leader of vocational education is unclear regarding the relationship of vocational and career education will significantly effect the amount of confusion in both education and society regarding the way to educate for the future; to that extent our education system will "betray its youth" and thus lose valuable public support.

The vocational administrator should provide leadership to achieve the outcomes that will prepare the individual for future work. The more clearly the administrator can understand the future and understand the related responsibilities of vocational education, career education, and all of education--the better that person can provide direction for the changes that must occur.

THE PURPOSE OF AMERICAN EDUCATION

As vocational education becomes a part of everyones' education, and as the changes in work and its role in one's future relate more and more to education, the vocational administrator must understand the total education effort. Vocational education must relate directly to career education, but it must as well, in today's world, relate to the rest of education.

Essentially, education has the same tasks it always has had--

the preparation of the young for adult roles. It also has the same *purposes* - preparing youth for adult roles which are satisfying and which contribute to their private, public and work lives.

The application of science and technology to the production and services of our society has created new ways in which every citizen's "three lives" must be lived. As a consequence, major societal changes occuring during the last several decades have affected the way education fulfills its purpose of preparing individuals for adulthood. Realizing the extent of these societal changes is significant to an understanding of vocational education administration and the changing nature of leadership.

First - *The nature of work has changed for the majority of adults*. Today, unskilled jobs account for less than 6 percent of the total jobs available. Nearly everyone must be educated and this includes specific preparation for work.

Second - *When work for most people was essentially the use of muscles and work change was slow, our educational pattern was characterized by the following premise: when you are young you learn; when middle-aged you earn; and when you are old you yearn*. (Wirtz, P. 9) This cannot continue today.

Third - *When most work was done in the home or on the farm and most jobs lasted a lifetime, the choice of a career was simple, limited, and specific*. Many persons, including parents, could help one choose and also provide learning experiences to prepare for a work life. This is not so today--transition is complex!

Fourth - Today, the rapidity of change is so great that one must constantly prepare for new adults roles especially the work role. And, since the future cannot be predicted, a person must be prepared to cope with change rather than simply repeating what adults are doing today.

These four changes are only a few of the recent factors that have impacted education and the administration of vocational education as related to career education. Specifically, societal change over the last 75 years is now requiring new roles for education and new approaches in vocational education as well as career education. The following are some of the premises which seem most obvious:

1. Vocational education for youth and adults is now required for many occupations other than just the professions of law, medicine, teaching and preaching.
2. Literacy, a broad education and vocational competence are necessary for everyone if they want to be contributing members of the society in their private, public and work lives. Illiterate and unskilled citizens make up a large part of the unemployed, disadvantaged and welfare cases.
3. The success of American education has been so great in the past that simply providing more education for youth was believed to be the answer for the future. However, we now have one of the highest youth unemployment rates in the world and it is still rising. The questions of "What education?", "When?", and "How?" are those which vocational education administrators must examine closely in the future.
4. Career education has emerged as a new concept in education because of the need for all young people to prepare for the future in new ways; more importantly, it attempts to relate what individuals learn as youth to their future adult work roles. Relevant education and preparing for a work life have become necessary for everyone.
5. The isolation of the young from adult activities such as work, decision-making and contributing to the society has become so great the one learning theorist has expressed the contention that our youth are "knowledge rich and experience poor." (Bruner, P.17)

6. The necessity for continuing education throughout life has become essential for all persons, especially as it relates to changing work responsibilities.

All changes in society have an impact and continuing effect on education, but the foregoing changes will serve as a basis for examining all relationships within education including those between vocational and career education.

PREPARING YOUTH FOR PRIVATE LIFE

The essence of this discussion is: What kind of person do I want to be? What is my purpose in life? What do I believe and what is right for me? What do I owe to myself, my family, my friends, my community, my country and to mankind?

There are questions that are much more relevant today than ever before because this nation has reached a point where the individual can raise these questions. Our Constitution and Bill of Rights have always provided these rights but today everyone must seriously address these questions individually. Primarily due to the application of science and technology to the production and services of our economic system, many individuals have been freed to choose life roles while others were forced to change theirs. A few hundred years ago, our nation was too poor to have time for choices. The need for food, shelter, and warmth, and, for some, the lack of political freedom prevented such theoretical considerations. Today the question of how one prepares for his adult private life is a serious question that must be of concern to all educators as well as vocational administrators and managers. One's work life, public life and private life are intertwined and require some kind of formal education which includes preparation for a work life.

PREPARING YOUTH FOR PUBLIC LIFE

There can be no question that, in the future, many of the major decisions regarding what kind of world we live in will be made by societal groups through democratic participation. The skill and know-how that all individuals will need to have to be effective in their public life will depend on how well those lessons are learned and practiced in the home, community and work place.

Some people predict that the future will see much work become a learning experience. If this is to happen, many public decisions will be required to determine how our society should change education and work roles. Perhaps the best process to prepare for public responsibility and decision-making is to be involved in decision-making. Many such opportunities are available to youth through the vocational and career development activities of the school.

In addition, the role that one may play in public life often is determined by the work one does. Again, the vocational administrator must be aware of the relationship between a work life and a public life.

PREPARING YOUTH FOR A WORK LIFE

"Work is the conscious effort aimed at producing benefits for oneself and/or for oneself and others. As such, it is unimportant whether such effort is paid or unpaid in nature. What is important is that it represents the basic need of all humans to

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achieve, to accomplish, and to do something productive that allows the individual to discover both who he/she is and why he/she is. With this definition, work is properly viewed as a human right--not a societal obligation." (Hoyt, P. 9)

Actually work for many of us may be the way we gain worth and dignity, become recognized as a contributor to society and secure an income which provides us with the necessities and some luxuries. Unfortunately, for many, work does none of these things well. Yet, the fact still remains that in our technological society we must help all our youth decide upon and prepare for work roles. For the first time in the history of man, this has become a necessity for all citizens and a necessity for society. There may be a few exceptions where the individual may do work that requires nothing but muscle application and no knowledge or skill, but such work is becoming less and less available. It is for this reason that the education of all persons in a society must include career education which will help the young learn about work and vocational education. It will help the young learn a primary work role as well as the skills for employment. The time has passed for debating whether college preparatory education or preparation for work is better. And, the administrator must understand this as a significant determinant of the relationship between vocational education and career education. This awareness must also be passed to other educators whose understanding of the new place of career and vocational education may be sadly lacking.

THE PURPOSE OF VOCATIONAL EDUCATION

Since the beginning of formal vocational education programs, the primary objective has been to prepare students for specific occupations that needed skilled manpower to meet the needs of the American economy - in effect, to prepare youth for a work life in the future. In 1917, this goal was operationally defined in the Smith-Hughes Act as educational programs of less than baccalaureate level. Although in a true education sense, vocational education should include the professions of law, medicine, teaching and others, this paper will be concerned with the traditional occupations (those other than professional) since this is where the vocational administrator typically functions.

It would be fair to say that the role of the administrator is to improve vocational education at any level: local, state or federal. This improvement will require, first and foremost, a clear definition of purpose, policy, leadership, and priorities for vocational education which relate to the present and future society. But, while there is continuing support to use vocational education as a means of preparing students for an occupational field that needs skilled manpower, there must be a reciprocity between the needs of the individual and the needs of society.

The continued use of the 1917 definition of vocational education has tended to develop a system which is monolithic in character and uniform in structure. Prior to that time, preparation for occupations had been provided in the "work place" and was seldom part of education; therefore, when vocational education was added to the curriculum, it was forced to look to support from sources other than education and traditional educational administrators. Eventually, it was added to the curriculum due to the pressure from forces outside education which forged a "marriage" of formal education and occupational skill training in order to develop competent workers. The new industrial and emerging technical processes were requiring educated and skilled persons. Since trained educators of that period could not typically provide the skill training needed, special persons were, in a sense, "imported" to teach vocational education.

The purpose of vocational education continues to be that of preparing students for a specific occupation from which one can earn a livelihood. Yet, there is a change! The change is characterized by the fact that few specific occupational skills have permanent or lifelong relevance. Most persons change occupations several times for various reasons and the well prepared vocational graduate has other skills which allow him to cope with and adjust to the changes he will face in his private and public lives as well as his work life.

While employment and manpower needs continue to be a relevant basis for program planning, they cannot be the sole and dominating consideration. The vocational administrator must recognize that the future should be a dominate consideration in his planning even though the specifics of occupational skills will continue to be necessary for every student. To prepare students for occupations for which the demand has disappeared is foolish; to prepare students for occupations for which a demand has not yet become localized or recognized may be wise.

The integration of vocational education into the educational structure and into the educational plans for all young requires fundamental changes in the thinking of the vocational administrator. These changes must be more than accomodation.

Vocational education has become necessary for every student at some point in their educational career. And, the determination of which occupation to prepare for will involve critical decision-making activities. The vocational administrator must realize that an occupational preference is dependent as much on the student's interests, aptitudes, understandings, and future plans as it is on the matter of present or anticipated manpower needs.

The traditional separation of vocational education required by an educational philosophy of "selectivity" and an economic system for the first time requiring broad learning and "taught skills" to meet manpower needs must change. While separateness may have been necessary for survival in the past, it may be the factor that will cause a "demise" in the future. To emphasize the commonality of purposes in education and occupational preparation in no way denigrates the uniqueness of the purpose in the case of the latter; rather, it recognizes the present and future importance of commonality in purpose. The emphasis has shifted; meeting the human needs of the individual has become perceived as the best way to meet societal needs.

THE EMERGENCE OF CAREER EDUCATION

Career education, like vocational education, received its basis for conception and growth from forces in society rather than the educational community. The final emergence of the technological society following World War II witnesses an explosion of new careers and the decline of many jobs which could be more cheaply done by machines than muscles. The value of the uneducated, unskilled person began to disappear. Also, for the first time, simply getting more general education did not guarantee work or a job. The increase in career changes and structural unemployment became apparent even to persons other than those who experienced these new "passages" of life.

The isolation of youth from activities of adulthood including "work", decision-making and contributing to others caused many persons to worry about the existent education systems. Parents, teenagers and concerned citizens began to raise questions about youth unemployment, transition from school to work, and the way individuals prepared for adulthood. The public began to express its concern that the nation's youth may not be developing the skills, knowledge and experience which Havinghurst has classified into two broad categories: (1) those involving self development and (2) those involving other people. (Havinghurst, P. 87)

The objectives of an individual's self development are embodied in the following:

1. the cognitive and non-cognitive skills necessary for economic independence and occupational competence. These include not only verbal and mathematical skills but also a variety of social, manual and technical skills required by contemporary occupations.

2. the capability to effectively manage one's affairs. Self-direction and self-management are essential in

a complex world.

3. the capacity to engage in intense, concentrated involvement in an activity. Great and small accomplishments alike are personally satisfying when they grow out of "inner motivation" which propels the person and focuses his or her attention.

4. the capacity to function not only as a consumer of goods but also as a consumer of the control riches of the society. Adult life is enhanced by understanding of and appreciation for art, literature, music and history.

Since a range of types of involvement with other people is needed for the social maturation of youth, the objectives of social relationships might be distinguished as follows:

5. experiences with persons differing in social class, subculture and age. In a society which is committing itself to a democratic cultural pluralism as ours is doing, it is essential that young people expand their social and moral horizon to include a concern for people representing a diversity of life styles.

6. experiences where others are dependent on one's actions. Adult responsibilities as a spouse, parent and citizen require caring for others who need assistance.

7. experiences where interdependent activities are directed toward collective goals. A healthy society requires cooperation and coordination of the activities of many people. Each young person needs experience in the roles of leaders and followers.

As one reviews these objectives, it becomes obvious that the transition from a stable, agricultural culture to a changing, technological society has made the education of our young much more difficult and complex. Our traditional academic education and even our legislated vocational education was organized and structured in the past. They have been so successful that few people have wanted to change either system; yet, the flaws became obvious. As a result, career education began to emerge as a concept in the early sixties with its initial conceptual and financial thrust coming from the vocational education community.

Career education emerged as a concept, not a program, applying to all of education and for all students, which, if fused into all of education would make vocational education and all educators even more successful.

Career education emerged as a concept to "change education" not simply to improve it. It emerged as a way to individualize learning for each student and relate it to the flexible adult role required in a changing private, public and work life. It was obvious from societal symptoms and from personal observations that the home and the school could no longer provide many of the experiences young people needed to become mature adults. Career education demanded major changes on the part of both academic and vocational educators.

THE EMERGING CONCEPT OF CONTINUING EDUCATION

As society and the nature of work continue to change, it appears that education as an activity taking place mainly during childhood and youth is not adequate nor efficient. There are leaders who believe that our schools have simply become "holding tanks" for youth; they perceive the schools as organizations which keep our young from entering the work force too soon. However, even though this may be the case, the rate of youth unemployment has increased as the number of "low level" or "entry type" jobs have declined. Youth unemployment for blacks in 1954 was 16.5

percent and in 1975 it was 36.9 percent; for all youth from 16 to 19 years of age, unemployment was 7.6 percent in 1953 and 19.9 percent in 1975. (Congressional Record - pp. 387-388)

In the past, school systems were structured and organized to provide education when there was apparently nothing else important for the individual to do. For instance, when this nation was primarily an agrarian society the calendar for the school year was structured to accomodate agricultural cycles when the young would be needed in the fields. Also, the fact that the young spent the greatest amount of time in school seemed to support the contention that an education was to be pursued if there was not something more important which demanded the individual's attention. To the contrary, there now appears to be several "passages" in life that require education and preparation for an occupation. These periods of transition occur when one changes careers (i.e. shifts from the role of house-wife and mother to employment, switches from full-time work to retirement, or transfers from one job to a completely different type of job).

In commenting on the interrelationship of education and work, Willard Wirtz has noted:

> "This traditional separatism is under increasing challenge. Young people encounter worsening difficulty moving from school to jobs, a situation generally attributed to the fact that the two functions have gotten out of kilter. Among adults--women completing maternity service, mature blacks freed by law of their collective bondage but still imprisoned by individual circumstance, middle-aged men and women wanting to change career courses, older people looking for new opportunity as well as security--there is a new chafing against constraints inherent in the tradition that makes education For Children Only. The vague public a-

> wareness of a decade ago of the human costs in compartmentalilizing education and work today are developing into a consensus that the two systems be brought together. (Wirtz, P. 1)

> "A century ago, when universal education was part of a vigorous young nation's boast before the world, there was a good reason for making schooling something everybody completed before moving on to whatever was to follow, never to return. There is no reason at all for this now. What was original good sense has become a frustrating and expensive anachronism. (Wirtz, P. 7)

> "The short of it is that some kind of provision for interspersing the earning and learning of a living, for interweaving employment and self-renewal, is going to have to be recognized as the essential condition for an effective career as worker, citizen, or human being." (Wirtz, P. 8)

It now appears more and more apparent that, regardless of the curriculum or the length of schooling, there is no way that an individual can be adequately educated through the school alone and only when one is young. It may be that some knowledge, theory, and skill may be best learned when actually needed for use by the individual. And, as the costs of education rise, we must consider whether or not education, as an investment in the solution of society's problems, is the best way to meet human resource needs for our culture. A response to this thesis would appear to be particularly pertinent in terms of the career and vocational education needs of adults in a changing technological society. The implications for vocational education administrators and managers are tremendous.

ORGANIZATION AND STRUCTURE OF VOCATIONAL EDUCATION

The organization and structure of any institution or program is originally derived from the needs of the individuals and the society that is served. Such programs then tend to preserve the organizational form and to serve the individuals which become the policy makers and the professionals that implement the programs for which the organization was originally designed. In other words every organization tends to perserve itself "as is" due to the needs of the organization staff. "Revolutions" don't start in the "king's palace" and change doesn't start with the "in group".

Unfortunately, as vocational education emerged, it was attached to an educational structure which was not only isolated from the society but more certain of its "right" to define its own responsibilities and values to that society than most groups. Even worse than that, educators in 1917 were not enthusiastic about vocational education. As a result, conditions tended to force a unique organization and structure on vocational education which is being challenged today.

Career education is a challenge to vocational education, but it was not intended that it would replace vocational education. Rather, it would be more accurate to depict the challenge as a catalytic influence which would encourage and enhance a vast expansion of vocational education at the subbaccaluareate level. This expansion is essential (a) if every person is to find work which will allow them to contribute to the many new needs of our technological society and (b) to fully implement the career education concept in the public education system.

In referring to the integration of academic and vocational education and the integration of preparation for work into the public education domain, Hoyt has noted:

> "The integration called for by career education demands that academic teachers change their internal value systems and their operational behavior in ways that reflect the importance of education or preparation for work--several of the basic goals of American education.
>
> The hoped for integration also calls for fundamental internal changes in today's vocational education teachers. Integration cannot occur in an atmosphere of protective isolationism. The separateness of traditional vocational education, which in the past has seemed essential for survival, must if career education's goals are to be attained, be abandoned. Instead, today's vocational educators must strive to find and to emphasize the commonality of purpose in education as preparation for work that binds them with all other educators into a single family of professionals." (Hoyt, P. 12)

The name of the game is - change in order to better meet the needs of individuals and society. And change in education seems to start from the outside or by decisions of those in charge. In other words, new structures are more likely to come from the personal understanding and commitment of vocational administrator on the one hand, and the general educational administrators on the other hand.

EARLY TWENTIETH CENTURY STRUCTURE

All federal legislation for education has been initiated on the basis of a constitutional interpretation which linked education to the "general welfare" of the nation. The 1917 Smith-Hughes Act was the first federal support for public education at the secondary school level. The purposes and specific processes by which the federal dollars were to be used were spelled out clearly. For all practical purposes, the federal law and the regulations became the program and organization determiners. Federal, state and local vocational administrators became implementors and the managers of a federal program.

The organization of vocational education at all levels was a response to the purpose of the legislation and included the formation of units related to the occupational areas specified. Funding, planning, reporting and change all followed federal initiative. For all practical purposes, the intent of vocational administration and management was to *comply* with federal laws and regulations. Patterns of loyalty, organization and professional association evolved an operational structure which extended from the local vocational educator to the state supervisor and finally to the federal director. This was in sharp contrast to the typical pattern of the local education staff being philosophically responsible to the principal, to the superintendent and to the school board.

Consequently, the vocational administrator and vocational teacher often found themselves caught between the conflicting demands of state and federal leadership and the leadership of the local district. However, due to the fact that (1) few students were enrolled in vocational programs and (2) most teachers and administrators had little knowledge and less interest in vocational education, federal legislation made it possible to continue the unique organization and structure of vocational education for many years when it was necessary merely to exist. In fact, nearly all vocational educators and administrators have been trained to function in the organization pattern and philosophy described.

LATER TWENTIETH CENTURY

It was not until after World War II, at a time when unemployment and manpower shortages both occured during good economic conditions, that some people began to examine the organization and structure of vocational education. The need for new technology in certain emerging occupations; the growing unemployment of those who were uneducated and unskilled; and the failure of minorities, women and other special groups of people to succeed as members of the work force all served to indicate a need to re-examine the purpose of vocational education and its organization pattern.

Eventually, in 1963, the Vocational Education Act was passed and it changed the focus of federal legislation from an emphasis on manpower needs to one on individual needs. The occupational categories were eliminated and "people" categories were substituted. "Set-asides" for research, the disadvantaged and new categorical authorizations were legislated. Requirements for long-range planning and community involvement in planning were specified. In effect, the purposes of vocational education were redefined and broadened!

At this time, a significant organizational change occured at the federal level--vocational education became part of a new Bureau of Adult, Vocational and Library Programs. For the first time at the federal level, the director of vocational education did not report directly to the U.S. Commissioner of Education; he reported to an Associate Commissioner!

But, in contradiction to the legislative intent which expanded the purposes as well as the authorization and the funding for vocational education, the educational community (as represented by the U.S. Office of Education, and vocational educators in general) was simply not ready in any substantive way to allow vocational education to become an operational segment of the "regular" education organization. Decreasing staff, decreasing public visibility and both intentional and unintentional resistance to the new legislative directions hampered any significant changes during the early 1960s. Also state recognition of vocational education in many states followed the federal pattern with a similar lack of clear purpose, policy or concept on the part of the general education leadership.

EMERGING RELATIONSHIPS BETWEEN VOCATIONAL AND CAREER EDUCATION

Delays in funding, failure to mandate specific changes, a lack of interest by educators and an apparent national belief that a college degree would solve all individual and societal problems caused little change to take place following the 1963 Act.

Fortunately, the legislation contained the mandate that it be reviewed 5 years after enactment. A Presidentially- appointed committee was to evaluate the program and make specific recommendations to the administration, the Congress and the nation regarding new legislation for vocational education.

While some spotty changes had occured, national statistics showed that federal funds were going to the same places, enrollment growth was occuring in the same areas as in the past, there was little long-range planning, and there was organized resistance to change by vocational educators as evidenced by testimony before Congress and speeches before state and national meetings. At the same time, the push for integration in the schools, a continuing hope that all "worthy" youth would go to college and the belief that doing more of the same was the best option caused most educational administrators to remain uninterested in the new vocational legislation. In contrast, there were growing signs that all was not well. Youth revolt, youth isolation, the Vietnam War, a demand for "relevance", drugs and "youth unemployment" were creating doubts. In addition, the "War on Poverty" was turning out to be oversold and underproductive. The latter was an attempt to perpetuate the "system" while directing certain groups of individuals into remedial programs such as MDTA, the Job Corps, and the Neighborhood Youth Corp.

As before, the vocational administrator was left without support from most educators. There were major conflicts to be addressed. The non-institutionalized education programs for the poor, disadvantaged and others with special needs were receiving a greater share of funds and they were located in more supportive climates.

The Presidential panel established to review the 1963 legislation and its impact received testimony from across the country and observed the conflicting philosophies and vested interests within federal agencies, state agencies and other segments of education. The final recommendations of the panel evolved from the following conclusions:

1. All youth need help in planning and preparing for life and work.
2. Greater change is needed in both education and vocational programs.
3. The problem of transition and experiential learning are areas that need attention.
4. The school cannot do the job alone; the community must be involved.
5. Better planning is necessary.
6. Greater support and compliance with the new purposes of vocational education should take place at all levels: federal, state and local.
7. Federal vocational funds should be used for innovative and career planning activities for non-vocationally enrolled students.

THE VOCATIONAL EDUCATION AMENDMENTS OF 1968

"In 1968, new legislation was formulated on the basis of the panel's report and to an amazing degree included most of the recommendations of the report." (Advisory Council, P.49) The Vocational Education Amendments of 1968 mandated planning, state advisory panels, national and local advisory committees, and further redirection to meet people needs. Also, for the first time, vocational educators were to accept some responsibility for the inclusion of non-vocational educators in the planning processes for vocational education. It also noted the need for career planning and advice for sixth - to eighth - grade students. Therein, the stage was set for the emergence of career education and funds were even made available for this purpose. These funds could be used for program activities below the secondary school level.

CAREER EDUCATION FORMALLY APPEARS

Then, in 1970, the new U.S. Commissioner of Education, Sidney P. Marland, assumed the office and in his first speech to the National Association of Secondary School Principals in Houston, Texas he declared his support for a new purpose in American Education--preparing young people for adult work roles. He called the broad concept Career Education. It was a concept which attempted to thwart the pervasive disillusionment with the remedial poverty programs, the faith in everybody getting a college degree, and the inability of the schools to serve everybody equally well. A time for reappraisal had arrived and both the new administration and Congress were responsive.

But, it was at this point that the confusion between career education and vocational education first surfaced because the Commissioner stated that career education should not yet be defined. There was however, an amazing acceptance of the ill-defined concept across the nation from business representatives, parents, students and the political leadership.

Again, vocational administrators felt trapped. Vocational funds were to be used by non-vocational educators for non-vocational students! Even principals and school board members wanted the funds although they had previously indicated little more than nominal support for vocational education. Yet, there was some justification for such an expenditure of vocational funds. If every individual had a well developed career plan, it would have to include specific vocational preparation at some point and thus would create more demand and support for vocational education.

THE CAREER EDUCATION ACT

The continued interest, support and leadership from the Office of the U.S. Commissioner of Education and the obvious demand at state and local levels for "start-up" money for career education encouraged Congress to pass the Career Education Act of 1974 which authorized $15,000,000 for:

1. Developing information on the need for career education.
2. Promoting a national dialogue which will encourage State and local agencies to determine and adopt the best career education approach for children they serve.
3. Assessing the status of career education.
4. Providing for the demonstration of the best programs and practices.
5. Providing training and retraining of persons to conduct career education programs.
6. Developing state and local plans for implementing career education programs.

It is interesting to note the relative lack of specificity of this Act as compared to vocational education legislation. Its thrust toward educational goals for all children and youth was another evidence of a new purpose for American education.

ORGANIZATION AND STRUCTURE AS A FUNCTION OF PURPOSE AND GOALS

This purpose of the dialogue thus far has been to describe the changing nature of the purposes of vocational education, the changing nature of the sources of support and the changing nature of the acceptability of vocational education as a part of education at local, state and federal levels. In addition, it is imperative to note the essential difference between vocational education and career education in terms of their organization and structure (administration and management). Vocational education is a programmatic effort involving selected students who presumably have career goals while career education is a concept which is to be infused into all programs for all individuals at all grade levels.

EDUCATION STRUCTURE AND ORGANIZATION

The responsibility for education was originally abrogated to the state and local governments by omission from the constitution. Its structure and organization has been and continues to be essentially based on local control and state support for the purpose of educating each young person for adulthood. Education systems were to provide for the teaching of that which those in the home and the community could not teach. Planning and preparing for work were not originally within the purposes of educating at the local level.

At its inception, vocational education was assigned to state and local governments by commission. State and local school systems were lured with federal funds into helping provide for the general welfare of the nation by training educated and skilled manpower for needed occupations. The structure originally devised to facilitate this training is still used but the purpose has been modified. The implied legislative intent is to focus on the needs of individuals and, thereby, indirectly provide for the general welfare.

Career Education was assigned to state and local school systems with federal support. Since there is no specific content or product but rather an emphasis on individual growth and the understanding necessary to plan and prepare for a work life, it is needed by all persons. Because demands of the future are unclear and each person is different, it became obvious that neither education nor vocational preparation could take place efficiently without goals or purpose. Career education is seen as a vehicle of change in education. According to the perceptions of some persons, it is envisioned as the catalyst which can enable vocational education to become an integral part of education wherein it is afforded the dignity and support of all of society.

> "...Career education, as a total movement, holds far greatter potential for change than could be expected to result from isolated efforts of any single part of education--such as vocational education. Remember, the broad goal of career education is to bring both prominence and permanence to education as preparation for work as a major goal of our entire system of education." (Hoyt, p. 14)

And, even though the aforementioned concepts of structure and organization are admittedly over-simplified, they have tremendous implications for the administration and management of vocational education. Essentially, they describe structures which were first developed and now must be changed due to the developments in society which are necessitating a change in the way we educate for the future.

IMPLICATIONS FOR THE ADMINISTRATION AND MANAGEMENT OF VOCATIONAL EDUCATION

The development of any public organization or program which requires management originates from certain basic conditions. Both the administration and changing conditions cause a new organization to be designed. However, the following principles must be considered in determining the organization and structure which the administrator designs.

1. Organization structure is an important expression of social values.
2. Programs must be placed in a favorable environment if they are to be successful.
3. Organization patterns may affect resource allocation.
4. The organization must have enough flexibility to meet emerging demands of the future.
5. Organization is related to attracting and keeping top persons.
6. Purpose and goals must be clear.
7. When purposes overlap a system of coordination must be developed.
8. Reorganizations and change cause threatening affects on those involved.
9. Benefits of the change must be clearly seen. (Miles, 1976)

All of the above are well known concerns which effect organization success and are based on the development of goals and purposes responsive to the needs and outcomes that come from an assessment of societal adulthood. All of these factors were certainly considered and included in the original legislation which became the basis for present education and vocational education organization and structure. It is obvious that these same factors must be considered against a new set of societal conditions today.

POLICY DEVELOPMENT IMPLICATIONS

In the past, there has been no national policy for general education and the policy regarding vocational education has clearly changed. However, with the emergence of career education a new role policy for all of education has been established; inherent to that indicates this policy is the obligation that vocational administrators consider ways in which vocational education should be organized. For instance, the following might be advocated:

1. Planning and preparing for a work life should be a part of education at all levels for all students.
2. Specific vocational education takes place after the individual has made certain career and education plans.
3. A clearly stated policy for career education and vocational education must be developed at local and state levels so organization and structure can change.
4. Recent federal legislation for vocational education emphasizes the need for local and state planning rather than federal compliance.
5. Close and continued cooperation with the rest of education and support for the development of career education may better enable vocational education to serve those individuals who have clear occupational goals.

ORGANIZATION AND STRUCTURE IMPLICATIONS

Since federal legislation now focuses attention on the needs of people instead of occupations, there is the implication that a major reorganization of vocational education must be undertaken. This will require dispensing with traditional occupational groupings (service areas) and integrating programmatic endeavors within educational structures. The present schedule, organization and groupings in education must also change and, possibly, many of the practices utilized within vocational education may afford better directions for change than those now used in the traditional education organization.

The continued development and expansion of career education is necessary if vocational education is to be most effective; yet, this certainly does not imply a separate organization for career education, nor does it imply that career education become part of the existent vocational education structure. Rather, it seems that the following changes in organization and structure are implied.

1. Vocational educators must actively participate in the planning for change within the total education structure.
2. Vocational administrators should provide leadership to ensure that career and vocational education are integral components of the curriculum in every comprehensive educational institution.
3. Present general education institutions must become more comprehensive to the extent that they provide vocational education options.
4. Present vocational institutions must become more comprehensive by providing learning experiences which enable the individual to develop occupational and career capabilities in addition to specific skills.
5. Career Education should become part of the curriculum at all levels. It should be accessible to and including those in continuing and adult education.
6. Greater emphasis should be placed on adult and continuing education.
7. State and local education agencies should re-define graduation competencies to include career planning and vocational options.
8. Greater flexibility of education programs in terms of time, place and process must be developed.
9. A wide variety of operational relationships should be established with various sectors of the society and different areas of education.
10. Working relationships with other government agencies must be expanded.

11. Reorganization, planning and cooperative actions with the rest of education, the community and other agencies must become a major priority of vocational administration.

PLANNING AND PROGRAM DEVELOPMENT

Apparently, most vocational education administrators do not equate planning with program development. Recent studies have indicated that program development was not among the top ten priorities in terms of "time spent" or "job importance" rankings by vocational administrators; yet, planning was one of top priorities in these studies. In effect, planning was seen as a compliance process to submit required information for state and federal regulations. However, nearly all studies regarding sound administrative principles indicate that program development should stem from assessed needs and the identified plans of individuals and employers at local levels.

Therefore, vocational management should envision planning as integral to program development and based on the future needs of individuals and the community. The implications may be as follows:

1. Sound career education, beginning in the first grade and continuing throughout one's formal education, should become a priority for program development.
2. Planning must involve the entire educational staff, local employers and those agencies providing alternate program options and resources.
3. The use of advisory groups to advise, evaluate and redesign is essential to avoid self-perpetuating plans and programs.
4. Continuous follow-up and feedback from school teachers and graduates, including non-vocational students, should be part of planning and program development input.
5. State and federal regulations and guidelines should

put greater emphasis on program development rather than compliance documentation.

6. State department efforts should be aimed at providing technical help at the local level rather than requiring adherence to specific processes and methods.

7. Administrators must make planning and program development common and supplementary activities which receive sufficient time and high priority.

8. Rather than emphasizing total compliance, state and federal rewards should be given to those units designing the most creative changes.

9. Vocational training in private business and the military should be more closely examined.

The greatest source of help available for program development and change is probably the unused human knowledge and skills in every community. For too long, both vocational and academic educators have relied on the specific skills of the licensed and certified teacher. Volunteer help, student assistance and off-site learning may be the biggest untapped opportunity. Vocational persons have always been leaders in this area, but several suggestions for administrators when attempting to use community resources include:

1. Finding and using special expertise for planning, evaluation and helping design different and better programs.

2. Utilizing flexible scheduling and assigning learning experiences both within the school and in the community.

3. Expanding experiential learning in the community through cooperative programs as well as other application opportunities. (This, in effect, will involve enlarging the concept of work experience.)

4. Considering the use of students as an integral part of the instructional program (i.e. teacher aides, planners, researchers and assistants).

5. Expanding the use of employers as evaluators of program effectiveness.

6. Training the staff in methods and procedures for expanded and improved use of community resources.

STAFF DEVELOPMENT

For too long, the educational administrator, including the vocational manager, has assumed that higher education was the primary agency for staff development. It is unlikely that this was even true and even less likely today, especially in vocational education. Therefore, the vocational administrator must assume the leadership for designing, planning and making certain that staff development takes place in terms of specific staff and program needs indigenous to the state and local organization.

Staff development has traditionally been assigned to some other agency with predictable results. However, the relevance of the program and the quality of the staff are the two most important elements in quality education; the fact that both knowledge and skill have short lives in today's society means that the program content and staff skills and knowledge must be updated! As a result, staff development must relate to the specific programs where students are learning and the needs identified via local planning efforts. The vocational administrator must consider the following in staff development:

1. There must be regular assessments of staff needs in terms of updating and development.

2. The administrative schedule should afford adequate time and a high priority to staff development planning and implementation.

3. When other agencies or higher education institutions offer help, it must be designed to meet specific objectives determined by the vocational administrator and the local staff.

4. Every staff development effort should be thoroughly evaluated by the participants and later evaluated for program changes.

5. Staff development programs organized and operated to meet local student and user needs rather than state or federal laws, regulations and compliance documents.

TRANSITION AND PLACEMENT

The growing problems of youth unemployment, lack of career planning skills, lack of experience, and the other complexities of transition for youth and adults comprise an area of significant administration and management importance. As career education becomes even more important that the vocational administrator understand the necessity for greater effort and leadership in transition and placement.

Very few educators in the academic (general education) areas have any concept or skill in these matters, and often they believe that education has no responsibility for transition or placement. The problem of conflicting perspectives can best be summarized by noting that quality education in today's world might be described by one group as the development of a learner while the other advocates the classical concept of graduating a learned person. With the rate of change in society being so great, one's ability to cope is more dependent on what he may be able to learn than on what he already knows. It is for this reason that the educators must become totally involved in transition and placement.

The purpose of placement is to help the student gain the experience related to education and career goals while in school. It is also intended to make sure that the first placement in an actual job will allow the individual to continue the learning needed to advance toward educational and career goals. Therein, the concept of transition and placement implies that the individual vocational administrator must provide leadership to do the following things:

1. Supply leadership for the entire faculty within the local institution to assist in the development of career planning activities.
2. Design methods to provide transition and placement for all school learners.
3. Develop a total program that integrates vocational education programs into the total school effort.
4. Offer guidance and assistance to those outside the vocational field in the specifics of vocational programs operation.
5. Gain community support and encouragement for the concept of placement and transition as a school purpose which will expand student learning.

There are few things that are better accepted in the community than such an effort by the schools; it indicates for the first time that the school (the totality of the professional and non-professional staff) believes every student, regardless of goals or abilities, has worth and value.

EVALUATION

Evaluation of vocational education has traditionally been perceived as simply a measure of which students find jobs in those fields related to the vocational education program in which they were enrolled. Unfortunately, such an evaluation is not fair to vocational educators nor is it necessarily a valid measure of instructional quality. The problem of youth unemployment, cyclical economic changes, local and regional economic differences as well as technological change all tend to make such simplistic assessment techniques less than helpful in terms of program change or improvement.

As career education has appeared on the scene, many persons have hoped, if not believed, that it would reduce youth unemployment or at least motivate them to "love" work. Neither vocational or career education nor any other type of information and knowledge can cause this to happen. It is imperative that the educational establishment and especially parents and taxpayers understand this fact.

The vocational adminstrator must clarify this situation in every way possible and make a determined effort to develop better evaluation processes or be "hung" by the ones now assumed by most people to be the real measure of quality. The vocational administrator must consider more effective ways to:

1. Determine what skills and knowledge are required in an occupational area and the degree to which the students have learned and can demonstrate the use of the skills and knowledge.

2. Use third-party evaluators as a way to accumulate better, and less biased, information to use for program change and staff development.

3. Respond to evaluations in a manner which is more substantive than mere compliance to state and federal requirements.

4. Help develop an evaluation method for both career education and vocational education which is aimed at creating change rather than maintaining programs.

5. Enhance the impact of evaluation results by disseminating all pertinent information to the education community and the lay community.

RE-DESIGN OF ADMINISTRATION AND MANAGEMENT

The long history of program design established by federal and state laws and regulations has resulted in most vocational administrators having divided loyalties and incompatable goals specific to the administration and management of local vocational educational programs. For too long, vocational education maintained its existence by remaining especially loyal and responsive to various national agencies and the Congress. This was necessary because so few people among groups of general educators, higher education personnel, parents and students had any interest or concern for vocational education. Thus, most program re-design and change has originated at the federal level. However, the change in (a) the nature of work and in (b) the role of education in relationship to work has caused the emergence of career education, a re-definition of vocational education purposes and the development of concern on the part of persons other than manpower specialists and federal congressmen.

Therefore, it would seem that if career education can enable all citizens to understand the need for education as means to becoming an effective worker, a useful citizen and a self-sufficient individual--then, vocational administrators will have to re-design their administrative and management organization in order to:

1. Become an integral and functioning part of the local education system.
2. Meet the needs of students in terms of the career goals, aptitudes and changing career opportunities within the society rather than simply responding to state and federal regulations.
3. Allow more time for planning program improvement and engaging in staff development.
4. Provide greater opportunities through for post-secondary and adult education programs.
5. Convince the local faculty and staff to ensure that career education becomes part of the total education program for all young persons.
6. More effectively utilize the unique and varied resources found in the vocational competencies of the work force in the community.
7. Facilitate the design of vocational programs more responsive to local needs and opportunities than to prescribed regulations.
8. Allow more time for planning, evaluating and implementing change.

These are only a few of the implications which might be cited. The essence of the situation is that new loyalties, new rewards and new opportunities are in the offering for vocational administrators. If they can capitalize on the opportunities which have become available through the concept and implementation of career education, a significant re-design of administrative operations may be possible.

THE VOCATIONAL ADMINISTRATOR AS AN EDUCATIONAL LEADER

The vocational administrator must become an educator first and a vocational specialist second. The justification for vocational education is that it is necessary for the total and liberal education of a person in a technological society. Those persons lacking specific skills which are usable within the world of work will find few ways to use unique talents and aptitudes they may possess.

Vocational education thus becomes an essential dimension in the education of everyone. It is that aspect of education which nurtures and facilitates the total development of the individual; it offers several options as well as variable methods to learn. The purpose is to serve as a means not an end--the end is the development of a skilled, knowledgable and self-directing person who has the specific competencies needed by today's society. The vocational administrator's major function within this field is to provide leadership in an educational structure designed to offer programs that develop the full potential of every person rather than be the agency that judges and selects those who are to be educated.

NEW ROLES AND RELATIONSHIPS IN EDUCATION

The newest and most pressing role of vocational education is to assist the educational community in serving all youth and becoming more relevant and closely linked to the educational purposes of the public school systems. The conceptual base and rationale for existence must be formulated and extended beyond that expressed in national and state legislation. Therein, the task of helping meet the total objectives of education should become as great a responsibility for the vocational educator as for any other professional educator.

However, it will be necessary to address the following substantive and procedural questions. How does the vocational admistrator become effective at:

1. Helping the state and local school systems design and implement a career education plan for grades kindergarten through adult?
2. Helping the principal, superintendent and the state department of education staff to understand the ways vocational and career education can help meet student learning goals?
3. Enabling general and academic educators to fully realize the value of career education and vocational education in motivating traditional learning?
4. Changing the structure and organization of the total educational system so that innovative techniques and programs might be instituted on a trial basis?
5. Infusing increased flexibility, better planning, formal staff development, evaluation, and change as part of the total administrative purpose and process?

In other words, how does the vocational administrator take the initiative in influencing changes which are necessary for all of education and for which he has unique and specific experiences and skills?

NEW ROLES AND RELATIONSHIPS

The isolation of vocational education and, in the minds of many, the similarities of vocational and career education has influenced many persons, both educators and lay people, to assume the typical vocational administrator's role is that of interacting only with employers. There is a desperate need, even a necessity, for understanding that all youth will work, all youth need work goals and work experience, and that formal or academic education is not the only or best way to adult success. In fact, traditional academic education alone may be a hinderance unless supported by other kinds of learning, skills and experience.

Too often, the vocational educator has sold his "product" in the same manner that some academic educators have sold theirs--as a choice (an "either/or" decision). The vocational leader must assume a greater share of the responsibility for informing the community about education in its entirety. He must emphasize the new options and the logical reasons and evidence for a new perspective.

Also, while it is necessary to have a "game plan" in support of one's own program, it is equally imperative that the administrator of a special educational area be equally aware of and knowledgable about the plans and trends within other areas of education. Although, the unique beginnings and purpose of vocational education initially isolated it from the rest of education, the same persons that own and support other educational programs (the public) also own and support vocational education. And, at this point in history, the public may be less tolerant of any segment within public education which either refuses or cannot be articulated with the remainder of education. Consequently, changes in perspective must occur if vocational educators are to develop the means to fully integrate their programs within the organizational structure of public education. Various factors considered include the following:

1. The professional development of vocational administrators must be based on a broader conceptual framework in terms of the administrative and management skills needed.
2. Experiences in the management and administration of programs in education or outside of education may be of greater value than experiences in vocational education.
3. Educators and persons not employed within vocational education should be afforded the opportunity and encouraged to

become involved in the planning of programs, research legislation and evaluation at local, state, and national levels.

4. Vocational administrators employed by local, state, or national agencies should seek to participate in non-vocational conferences focusing on education, training and adult work roles.

5. The development of state and local plans must include, from the beginning, other non-vocational educators.

6. Every vocational administrator (local, state, and national) must seek out opportunities to participate in education planning of all kinds.

7. The professional vocational education professional organizations must find ways to avoid parochial isolation from the rest of education.

The new times require new roles! If the vocational education community pursues its long-held isolationist policy (at one time necessary), it may find itself with little or no support. On the other hand, there is also a tremendous need on the part of society, the rest of education, the individual citizen and the politician to secure the special assistance the vocational education leader can provide.

Hopefully, the concept of career education has become a bridge between academic and vocational education. If the vocational administrator is to supply the leadership required, he/she must establish operational and conceptual linkages across that bridge much more often than in the past. They must also have reasonable suggestions for improving all of education and not simply supporting an expansion of vocational education.

ADMINISTRATION OF PROGRAMS FOR SPECIAL POPULATIONS

Until the late 1960's little concern or effort was expended for the training of the persons representing such groups as minorities, disadvantaged, women, adults who needed special retraining or persons with special needs. In general, the lack of concern for any person who did not fit the usual employment patterns of the past tended to stem from discriminatory hiring patterns and manpower needs based on typical labor force occupational distributions. It is reasonable to assume that traditional concepts of occupational categories have biased and influenced program administration and management of vocational education.

The 1963 Vocational Education Act, the 1968 Amendments and the 1976 Educational Amendments have each added specific requirements that vocational educators focus attention on special groups who have unique needs for occupational preparation. These special needs may be due to personal handicaps, special problems or the employment and hiring restrictions resulting from undesirable attitudes, prejudice or discriminatory practices of employers. However, regardless of cause, both special funding authorizations and specific spending directives (categorical aids) mandate direct action by the vocational education administrator. In addition, the career education legislation and its philosophical conceptualization has tended to expand career options for all persons and thereby direct attention to this significant and critical issue.

The combination of federal legislation and redirection of the purposes of vocational education has received the reluctant support, or even resistance in some cases, of vocational administrators at local, state, and national levels of government. This reluctance, in most cases, has stemmed from the lack of knowledge and skill in designing and implementing such programs and the lack of staff available to operate them. The vocational education "set-asides" for persons with special needs in the Elementary and Secondary Education Act, the Handicapped Education Act, the Higher Education Act and other federal education legislation have met with a resistance due to a lack of understanding about and familiarity with vocational education on the part of non-vocational administrators.

The traditional and continuing belief of educators that the care of those persons with special needs is the responsibility of the federal government has caused most efforts in this area to be perceived as "add ons" to a larger program or plan rather than as an integral part of the whole. In the past, it has been generally accepted that education has been for those who could conform to the traditional education environment. The "weeding out" process has been often confused with and labelled "quality." Today we have reached the place where two things are certain; (1) everyone must be educated or the public will support those persons who are not and (2) everyone must have vocational education at some point (probably more than one) in their life in order to find and succeed in a work role. These two factors have forced the inclusion of education for special populations in all federal education legislation and have made vocational education a necessary part of the education for all such groups.

The development of remedial and separate programs for special populations occured during the 1960's. At the same time the poverty programs, adult basic education, MDTA (now CETA), and the various other "correctional" programs were begun. This latter group, in effect, relieved the schools, the general educators and the local and state educational agencies of their responsibility for that segment of the public which had special needs.

It is for these reasons and the historical, political dichotomy of education as a state and local responsibility that few vocational administrators included programs for special persons in their basic approaches. However, the terrific thrust to expand occupational offerings for all persons and the necessity for broad changes in the regular program have added to the complexity of the program.

WOMEN

The continuing expansion of women in the labor force led to the inclusion of programs to overcome sex discrimination and sex stereotyping by providing equal educational opportunities to both sexes. Since the beginning, the "separate and unequal" designation of "home economics" in the vocational education acts has tended to result in certain programs being labelled "for boys" and others "for girls." This cannot continue; vocational administrators must provide active leadership to career education efforts at the elementary levels to ensure that students, parents employers and community leaders understand the necessity for having females as well as males selecting their preferences for vocational education in terms of individual interests, aptitudes and opportunities.

Changes in vocational program enrollment percentages by sex must occur at the local level, since this is where the students are. Vocational administrators have two direct action channels in such an effort: (1) they can expand early career education efforts and (2) they can offer specific guidance programs to secure greater enrollment quality (by sex) in all programs.

MINORITIES

The early expansion of vocational education and career education were opposed by two groups--the upper income parents who saw college as the only route for their children and the minority groups who feared the "tracking" of their children into a "second-class education" which has been traditionally identified as vocational. Historically, there has been some reason for these fears, especially in the large cities where the vocational schools had become the dumping ground for poor students and those who had difficulty being socially integrated into the culture. Employment practices and education policies showed the same discrimination.

All vocational legislation refers to those persons with special needs and mandates set-asides for special help. But, the continued rigidity of the total educational structure and the "faith" in a college education has made it difficult to initiate changes in programs so that they might serve such students more effectively. And, although vocational administrators have feared that substantial change would actually make their programs second-class, things have changed! Society has recognized that we cannot afford to exclude minority group members as part of the contributing society.

Vocational administrators need to encourage career education for minority group members in order that their aspirations are raised and become more consistent with the opportunities for work and the realities as far as preparation is concerned. The vocational administrator cannot sit idly by and expect this to happen. It will require an active and continuing effort in the design of long-range plans for career education and vocational offerings that are aimed at the student who has special needs related to their minority status.

HANDICAPPED AND DISADVANTAGED

At the present time, no one seems to be certain as to who should be administering vocational programs for the handicapped and disadvantaged populations. Several federal laws within have made funds available for the same purposes through the U.S. Office of Education and other federal agencies. All acts require coordination and cooperation, but no one is certain as to who should be operating and who should be cooperating. A variety of state organizations and structures confounded by federal overlapping and competition makes it very difficult to put together a sound administrative plan at the local level.

There can be no question, however, that the vocational administrator must include programs aimed at and designed to meet the special needs of such persons. Yet, the development of a program for these persons by state and local vocational administrators is plagued by problems inherent to an organization and structure with policies best suited for implementing the program from the perspective of the federal agency. As a result, this situation would seem to require the following:

1. Early and extensive briefing of school boards, superintendents and principals of the legislative requirements at both the state and local levels.
2. Involvement of other agencies and program directors

during early planning stages in the development of the vocational plan.

3. Encouraging the utilization of career education programs to explain the options and opportunities available through the vocational education programs.

4. Extensive evaluation of the progress achieved and changes made relative to serving the needs of the handicapped and disadvantaged.

5. An extensive effort by all federal agencies to develop and disseminate a jointly developed set of guidelines for local and state vocational administrators of vocational education.

In any case, it is unlikely that vocational administrators can be effective without the support and understanding of the general policy makers and administrators within their own educational system. The first step, and a necessary one, should be to secure this kind of organization input from these groups relative to the administration of vocational programs for the handicapped and disadvantaged.

ADULTS

As change continues, it becomes even more important that all education doesn't take place while one is young. Unfortunately, the perception that "the young learn, middle-aged earn and old yearn" has been the basis for educational organization. Undoubtedly, there will be a growing need for greater numbers of adults to secure vocational education throughout their lifetime rather than just during the traditional "school years." This being the case, vocational education can provide the leadership-as in the past- in the area of continuing education, whether it be full-time, part-time, private, public or for employees within an organization.

As career education becomes a more integral part of learning and planning for the future, the vocational administrator will have to be much more aware of adult needs to plan for career changes as well as occupational changes. The vocational administrator needs to consider more seriously several aspects pertinent to programmatic planning. While adults are not a special group defined in the law, they are unique to the extent that they create problems for vocational administrators in terms of program development and implementation fitting these programs into the pattern which does not readily conform to the traditional organization and management patterns of educational institutions. Therefore, the vocational administrator must:

1. Keep policy makers and general administrators aware of the growing demand for adult retraining and upgrading as well as the continuing need for new skills and knowledge relative to work roles.
2. Make certain that the community is aware of the adult education programs and that they have the opportunity to be involved in assessing program needs prior to planning.
3. Be sure that all adults enrolling in vocational education courses or programs have received career guidance and had the opportunity to engage in career planning prior to enrollment.
4. Work with private businesses and agencies in order to effectively coordinate efforts and program offerings.

PRIVATE AND PUBLIC EMPLOYERS

The vocational administrator has a source of direct support and demand for services among those who employ the graduates of vocational education programs. The changing pattern of occupational skills and knowledge is so great that not only are jobs and careers disappearing, but new and continuous demands for persons with competencies in "emerging" occupations are being created. Employers must respond to this situation if they are to remain competitive. In addition, the individual worker must be responsive to the demands for new job skills which are a result of major technical and operational change.

The vocational administrator must become a liason-officer between the vocational education programs and the private and public employers. The cost of job turnover for both salaried and hourly workers has become greater in the last decade and this is hurting both the individual and the society. The more sensitive vocational administrators are to the changes that affect the future need for vocational skills, the more able they are to offer quality programs, create better organization and structural change, and secure the necessary resources and support. Also, the better the career education programs (kindergarten through adult), the better the chance of serving the right student and the right demand in the right way.

It is amazing that issues can be identified throughout education! It is also interesting that the new federal legislation of 1976 reflects these issues in the categorical and specific mandates described in the law! It is equally noteworthy that attempts to resolve these issues will require considerable leadership by vocational administrators and managers who concern themselves with the purposes, organization and changes needed within the total educational framework. The extent to which vocational administrators can provide the leadership required to create the environment in which vocational education can be responsive, will be the degree to which administrators and the programs will be successful.

The vocational administrator must become much more effective in enabling all persons to better understand that vocational education serves the individual. It is through the individual that vocational education serves society; preparation for work is a means not an end--the end is the competent individual whose unique needs and aptitudes are better met and developed through vocational education.

EMERGING ISSUES IN THE ADMINISTRATION OF VOCATIONAL EDUCATION

The report of the Committee on Vocational Education Research and Development (National Research Council of the National Academy of Sciences, 1972) has a section titled "Issues in Vocational Education." The report lists the issues under three broad classifications:

1. Characteristics of Vocational Education Students
    - (a) Tailoring Programs to the Needs of Students
    - (b) Equal Access to Programs
2. Instruction of Vocational Education Students
    - (a) Flexibility in Curriculum
    - (b) Career Education
    - (c) On-the-Job versus Classroom Training
3. Vocational Education and Work
    - (a) Objectives of Vocational Education
    - (b) Job Placement
    - (c) Evaluation of Vocational Education Programs

The three major issues of concern are related to who should be students of vocational education, how should these students be taught

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and what should they be taught. When examining these broad issues, it is amazing that these issues have not been of more concern nor the focus of serious study by vocational leadership interested in these new, but basic, questions. This point of view tends to reinforce the premise that vocational administrators, as have most educators, focused on the past as the basis for organization, structure, and administration.

IMPLICATIONS FOR VOCATIONAL LEADERSHIP

Examining these issues more carefully, it becomes evident there are significant implications for vocational administration and management. It is also interesting to note that the 1976 Education Amendments focused on the same kinds of issues and their relationship to sex stereotyping, the disadvantaged, the handicapped, and education planning and flexibility.

Early in 1977, the U.S. House of Representatives passed a new Career Education Act and also expanded and extended the CETA program. Both are indications of new thought about issues related to education and work. The implications for the role of the vocational administrator are tremendous and unless vocational leadership can respond to these new issues which technology has created--someone else will!

CHARACTERISTICS OF STUDENTS

Each student is unique and has certain aptitudes, interests and background experiences. Program planning by federal, state and local administrators must begin to include the design and management of programs that are responsive to students' needs and aspirations. This may require some new forms of instruction at lower and advanced levels, depending on the student, in terms of both specific occupational skills and other skills needed for work of all kinds. Individuals no longer enter training programs with a base of work experience or learning that is required or common to all types of work. In many cases, for both youth and adults, the determination of training to be pursued will require the assessment of a student's needs and achievements and the design of a program based on those factors and others specific to the occupational area.

In addition to the reorganization of traditional employment patterns plagued by sex-role stereotyping, occupations are changing and the administrator must respond to the changes rather than resist. The nature of the work force and the changing roles for women, minorities, and adults-either employed or unemployed-all demand new and different approaches. Equal access to programs for all persons has become an issue because of the previously noted changes in the labor force; this situation has been documented in the evaluations of vocational programs. Some vocational education programs have not been sufficiently responsive to the needs of certain students--especially those who have special needs or those who are pursuing nontraditional careers.

While vocational educators have always been leaders in providing adult and continuing education, the vocational administrator needs to be even more responsive to the newly evolving needs of adults in a technological society. Cooperative efforts with other educators and social groups may help in the development of new programs that have not yet emerged.

THE INSTRUCTION OF VOCATIONAL STUDENTS

Traditional methods of instruction have become firmly embedded within vocational education. There is a definite need for greater flexibility in scheduling variable levels of instructional difficulty, increasing the individualization of learning and instruction, using students in the instructional process, and a multitude of other approaches which might be considered if vocational instruction is to be of maximum quality. For too long, educators (especially administrators) have sought the "one curriculum", the "ideal" schedule, the "best" test and the "model" plan in their attempts to ease the problems of management. The time has come for administrators to be innovative and assist in developing a better instructional climate. They must not remain shackled to the former emphasis on conformance and compliance to regulations.

For instance, the vocational administrators needs to provide strong leadership in the expansion of career planning, guidance, and exploration opportunities so that vocational programs can actually be responsive to student needs in a positive sense. All students, including vocational students, need to participate in a wide range of career education learning experiences. In too many instances, even vocational students have been enrolled in programs without having previously developed a career plan or identified career goals.

Also, the boundless resources of the community must be better utilized when implementing vocational education programs. Vocational administrators must consider whether certain information, attitudes and skills can best be learned in the classroom, in the community, or on the job. Certainly, there will be problems in organizing the instructional and experiential learning opportunities within the community setting. And, the failure to utilize the cooperative education technique as a mode of vocational instruction may indicate more about the rigidity of the program than it does about the strength of leadership.

VOCATIONAL EDUCATION AND WORK

Vocational education and career education, regardless of quality, cannot guarantee employment, and it is incumbent upon the vocational administrator to make each individual student aware of this. However, this fact does not excuse the continuance of programs in occupational areas which are becoming obsolete. Neither does it excuse the failure to develop saleable skills, development placement programs that help students find employment, or provide work experiences that make the transition from school to work easier for each individual. With the rapidity of change in the job market due to either structural, cyclical or regional unemployment, it is necessary that vocational education be amenable to change. As a consequence, vocational educators must understand, and make others aware of the following:

1. Vocational Education cannot guarantee employment.
2. Vocational Education cannot be evaluated on the basis of the unemployment rate in a particular geographic area.
3. The rigidity of most educational settings must be modified so that vocational programs can be responsive to changes both in the labor force and student needs.
4. The smooth transition from education to work is essential if a student is to continue to learn and to utilize their vocational training effectively.
5. There must be a lessening of traditional restrictions im-

posed at the federal and state levels if the local administrator is to develop a program adaptable to the needs of students and the future.

6. Evaluation of Vocational Education cannot be isolated from the evaluation of the extent to which the student has also acquired basic learning skills and attitudes.

7. Vocational Education has become an integral part of the total education of any individual living in a democratic technological society. As such, it requires the support, understanding and active involvement of the rest of the educational community.

8. It has become necessary for every student to participate in Career Education activities because the degree to which students have engaged in thoughtful career planning will significantly influence the planning of meaningful vocational programs by administrators.

SUMMARY

For too long, vocational education has been regarded as an afterthought within the education community and the culture. The failure to educate our young for adult work roles, as technology has removed the individual's chance to learn about work in the home and community, has reached a critical point. Career education has thus become a necessity for all persons.

Thus, the administration and management of vocational education must be linked to career education in terms of the unique leadership that vocational administrators can offer to the educational community where they work and the society which they serve. This implies that administration and management of vocational education shift from a traditional compliance role to one of leadership for all of education. Improvement in both program and staff development should become the exemplification of the vocational administrators' efforts to meet student and societal needs "Compliance" and planning must become the means and not the end.

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CURRICULAR LINKAGES BETWEEN VOCATIONAL AND CAREER EDUCATION

by

Robert Lathrop

During the time since 1971 when Dr. Sidney P. Marland announced his intention to marshal the influence of the U. S. Office of Education behind a "refashioning of the vocational or career curriculum," a great many attempts have been made to describe the relationships between vocational education and career education as concepts and as institutionalized programs. Advocates of career education have stressed the developmental nature of a career as a concept emerging over the entire life span of an individual; they argue that the attainment of work skills--vocational education--is only one stage of the total career development process. Critics of vocationalism, on the other hand, allege that career education is simply another insidious form of vocational education subject to the same fault(s) of excessive attention to preparation for work as an element of the school curriculum. Unfortunately there does not seem to be any consensus on the specific nature of the relationship between career education and vocational education beyond the abstract belief by both advocates and critics that the two concepts are, for better or for worse, linked.

It is perhaps not necessary to resolve, with any great precision, the conceptual relationship between career education and vocational education. At the present time, both career education and vocational education activities are taking place in schools all across the country and are doing so in the absence of any conceptual clarification of relationships.

However, in this paper, a rather sharp distinction will be made between career education and vocational education as concepts, and career education and vocational education as institutionalized programs. It is important to make this distinction so that we do not create a psuedo-issue where none really exists. Further, several important realities need to be kept in mind. First, although a considerable amount of attention has been given to career education within the professional literature, a recent survey by the American Institute of Research indicates that in 1975 only about three percent of the students in the schools of this country had articulated career education programs available to them. In contrast, figures from the project Baseline data indicate that 50 percent of the secondary school population, defined as students in grades 9 through 12, were participating in vocational education programs in 1974.

Second, career education is described as a lifelong activity which extends throughout the twelve years of formal schooling and continues on through adult life. At the present time, however, except for a handful of exemplary secondary programs and re-labelled vocational guidance activities, it is a program which exists largely primarily within the elementary or middle schools. There are few organized approaches to career education apart from vocational education in the secondary schools. Conversely, there are few pre-vocational programs at the elementary and middle school levels. In other words, career education and vocational education simply have no linkages in most school curriculums.

For some individual schools, the articulation between career education and vocational education programs may become a real problem. For most school systems, however, the linkages between career education and vocational education will be generally confined to modifying and adjusting the junior high and senior high school programs of career exploration and skill development. There is little likelihood that, in the next few years, secondary school students who are not enrolled in a vocational program will receive any assistance with career planning. Students in the general and academic "tracks" within the secondary school program will continue to be denied any assistance with systematic career planning on the misguided belief that they need to keep all options open for as long as possible; that at some point in the future, fate will intervene and make an appropriate career decision for them.

This entire attitude toward career planning is based upon the invalid presumption that there is not time within the school program to provide both academic and career planning experiences. Therefore, students will continue (in the foreseeable future) to make unnecessary and, ironically, occupationally restricting choices. There is, however, no evidence that discipline-oriented secondary school teachers and college-oriented secondary school counselors and administrators will abandon the well-documented myth that more general or academic education will prepare the student for the inevitable changes which will occur throughout his/her working lifetime. The fact that there is no evidence to support this myth apparently has nothing to do with the willingness of teachers, counselors, administrators, and parents to perpetuate it.

A further point to remember is that, although the U.S. Office of Education funded four different approaches to career education, three approaches were intended to afford alternative forms of a primary delivery system other than the public schools. However, the non-school-based models, whatever their individual successes, have only been available to such a miniscule number of individuals-and continue to remain at such a formative stage of development-that they cannot be considered seriously as delivery systems for any significant number of individuals who might benefit from career education. Therefore, this paper will concentrate primarily on career education as it exists within the public school delivery system.

VOCATIONAL EDUCATION WITHIN THE SCHOOL PROGRAM

According to Public Law 90-576 vocational education is

> "...Vocational or technical training or retraining which is given in schools or classes ... as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations and in new and emerging occupations or to prepare individuals for enrollment in advanced technical education programs..."

The definition goes on to exclude professional and baccalaureate programs except those preparing people at the professional level who will train personnel, provide student services, or otherwise support the training described above.

It is clear from the legal definition of vocational education that this program is designed to prepare individuals for relatively immediate employment in occupations at the technician level or lower. The focus of vocational education on the preparation of individuals for jobs has, at the same time, been its source of strong public appeal and its major source of criticism. Because we live in a work-oriented society, we have come to accept the supposition that a person's work is his or her single most important status conferring role. Given that work and status are interrelated we have, as a society, created a class hierarchy based upon occupational characteristics such as the amount of routine physical effort involved in a job, and the level of mental effort and/or education required to enter the occupation.

On the basis of these characteristics vocational education, by definition, prepares individuals for occupations in the middle and lower ranges of the social class hierarchy. Because most individuals regard education as a means of social and economic advancement, it follows that they would not choose to enter training leading to "low" status occupations if other options were available to them. Vocational education, therefore, has tended to be the area of the school curriculum available to students for whom the general or the college preparatory programs were judged either inappropriate or inaccessible. The impact of this prejudicial perception of certain kinds of work has caused students, parents, the community-at-large, and even educators themselves to discourage enrollment in vocational programs.

Although, in principle, vocational education curricular decisions are based upon labor market surveys and student needs; in actuality, most local vocational curriculum decisions are based upon the strategy of limiting the student enrollments to as few program areas as possible. Doing so makes such offerings economically self-supporting. Keeping in mind that most secondary schools in this country enroll less than 400 students and that the majority of these students are in non-vocational tracks, the student base upon which vocational programs are financed is just not broad enough to permit a wide range of vocational offerings. While the building of area vocational centers has done much to increase the range of options for students enrolling in vocational programs, most students must still choose either homemaking education (23.40%), business/office education (20.15%), or some field of agriculture or trade and industrial education (27.74%). (Project Baseline, Table 7)

VOCATIONAL EDUCATION CURRICULUM PLANNING

Within the above-mentioned social and economic constraints, certain educational considerations have been suggested as influencing vocational education curriculum decisions. Allen lists several principles which he says should be considered by vocational curriculum planners: (The American Vocational Association, 1974)

1. Instruction must be current with and based upon an up-to-date analysis of an occupation's employment skill demand.
2. Instruction should be based on broad core curricula characterized by flexibility in offerings.
3. Instruction within the broad core curricula should be based upon specific target jobs.
4. Instruction must be provided in the adequate time frames necessary to stimulate job situations.
5. Instruction should, as much as possible, be self-pacing with emphasis placed on the quality and quantity standards of an occupation.
6. Instruction requires adequate facilities and equipment to accomodate learning activities and to stimulate, or be, actual job situations.

The remaining principles outlined by Allen have to do with instruction, qualification of instructors, students, and evaluation. Many of these principles however, relate to curriculum: (Note: principles numbered 7,8, and 14 were intentionally omitted)

9. Instruction must be directly related to clearlv identified student goals.
10. Instruction should be prescriptive, preceded by an analysis of the learning needs of each student.

11. Instruction must adapt to identifiable student effort factors so that all students can become motivated to learn.

12. Instruction must be individualized to provide for wide differences in background and learning abilities, and grouped for developing team contribution skills.

13. Instruction should be given to accommodate the students' learning requirements in an occupational atmosphere with grades reflecting payment for work well done.

15. Instruction must instill work habits required by an occupation.

16. Instruction should include information and activities designed to protect and conserve human life.

17. Instruction must evaluate by student performance criteria based as realistically as possible on occupational demands.

18. Instruction must have job placement and/or advancement or employment realignment as its end result.

The extent to which these several principles are actually followed when developing vocational curriculums varies substantially from classroom to classroom. As interest about more centralized curriculum planning increases, the probability that these principles will be incorporated into the curriculum increases proportionately.

The current trend in vocational education curriculum planning is toward competency-based instruction. This movement is consistent with the belief of vocational educators that students should be prepared to meet the requirements of specific jobs. Unfortunately, many vocational instructors, particularly those who became teachers directly after leaving the trades, depend almost entirely on their unique set of work experiences to determine the skills that a worker in a given occupation ought to possess. From a curriculum development standpoint, the uniqueness that is present in the background of almost all vocational education instructors is a serious limitation when planning an instructional program. Practically speaking, there are few vocational instructors who have personally experienced the full range of requirements in their occupation. Therefore, in planning the learning activities, instructors will naturally concentrate on those activities with which they are most familiar and/or proficient. However, these particular skills may or may not be the most appropriate job skills for a beginning worker.

Attempts to circumvent this idiosyncratic perception of an occupation's requirements involves pooling the experiences of a large number of teachers, workers and employers. Through consortiums such as the Vocational-Technical Education Consortium of States (V-TECS), a cooperative effort to define and validate instructional objectives has produced catalogs of competencies needed by entry-level workers in many occupational areas. These catalogs of objectives, along with criterion-referenced measurement statements and performance guides, represent a starting point for planning a comprehensive list of competencies, an instructor can identify learning strategies and materials which will assist the student to develop and demonstrate the competencies expected of an entry-level worker.

Vocational curriclums are not, however, simply listings of psychomotor comptencies which the learner is expected to demonstrate. Most vocational educators feel that they are equally responsible for transmitting attitudes and values about work and the society in which students will be living as workers. There is no inherent conflict between the comptency-based approach to vocational education and the concern of many vocational educators that such training be more than simply mastering mechanical skills and understandings. Attempts to more systematically define the set of competencies expected of an entry-level worker in no way diminishes the responsibility of vocational teachers to communicate and instill employability skills, safe working habits, and other attitudes and values which will enable each student to sucessfully function within an occupation.

Although competency-based vocational education does not require individualization, individualized programs are certainly compatible with a competency-based curriculum. In addition, competency-based programs have the potential to allow the individual learner to concentrate more intensively on the development of those skills which are most suitable to his or her career objectives while at the same time allowing the instructor to more efficiently direct his activities to students who would most benefit from personal attention. Individualization has always been an important dimension of vocational instruction but it is the responsibility of the individual vocational teacher to develop learning options and materials. Research has shown that most vocational instructors do use some strategies for individualizing instruction in their classrooms. But the research also notes that few teachers use more than one or two of the many techniques which have been identified.

Few vocational instructors are able to identify materials and other resources which could assist them in the individualization process. Federally supported projects to share curriculum materials developed throughout the country have not been particularly effective in getting the instructional materials or strategies into the hands of curriculum decision makers and, ultimately, classroom teachers. The problem is basically one of dissemination which the several regional and national curriculum networks have not yet satisfactorily resolved.

A number of state-supported curriculum development laboratories and regional laboratories have been started within the past few years and have the potential--if adequately supported---of moving the responsibility for curriculum development away from the individual instructor where it has no likely prospect of being accomplished, toward professionally-trained curriculum developers. The latter group will have the primary responsibility of identifying successful strategies and materials and packaging them in a form which vocational instructors will accept and utilize.

The trend toward more specialized responsibility for curriculum development in vocational education does not limit the opportunity for the individual instructors to supplement or delete activities or materials which they feel are inadequately covered or inappropriate for individuals which whom they are working. Standardized instructional materials, however, do have the advantage of improving the general level of instruction available to vocational students. This is accomplished by minimizing the amount of time required for curriculum development and instructional materials development expected of the classroom teacher.

Vocational curriculum planning is based on the premise that vocational programs exist to prepare individuals for specific occupations and that the learning experiences should be organized around critical work skills or competencies. The accepted task of vocaitonal instruction then, is to train a competent worker. Yet, vocational programs are generally only indirectly attentive to where such training fits into the life-long career planning of the individual trainee.

Vocational educators are relatively indifferent as to how people make decisions to enter a particular vocational program; instead, they are concerned about the performance of the individual during training and on his/her subsequent job.

As a result of this preoccupation with job-related performance rather than career development, vocational educators have done little within their programs to provide opportunities for individuals to re-evaluate their training decisions. They have not attempted to help keep occupational options for the individual open by planning vocational curriculums around job similarities within occupational clusters. Vocational training tends to be highly job specific with minimum transfer of training across occupational fields.

Career Education Defined

> "Career education is the totality of experiences through which one learns about and prepares to engage in work as part of her of his way of living." (U.S. Office of Education, 1975)

A comparison of this definition of career education with the previous definition of vocational education should afford the reader some sense of the problem of comparing the two concepts. Career education is conceived as a life-long process. It is preceived as a developmental sequence of events which define some recognizable direction and evidence some degree of conscious control. Vocational education (training), on the other hand, emphasizes the immediate work-related skills needed for job entry or advancement.

The distinction is extremely important in terms of instructional planning. Within vocational programs, relatively exact terminal behaviors can be defined and appropriate instructional strategies can be specified. Program outcomes for career education activites are, in contrast, relativistic and developmemtal in nature. They represent continuums that describe highly individualistic growth profiles across and within the life spans of different people. By definition, there are no terminal behaviors in career development; there are only normative reference points on various dimensions (elements, factors) of a person's career profile. This fundamental difference in concept between career education and vocational education is clearly represented in the existing curricular approaches employed by these two programmatic activities in the schools.

In general, the most successful career education efforts have appeared in the elementary classrooms. At this level, the purpose of career development is to help the individual become aware of work as a dimension of his or her total being. At the middle school level, the purpose is to provide the individual with opportunities to explore work attitudes, skill requirements and knowledge appropriate to clusters of occupations. At the high school level, the purpose of career development is to provide the individual with entry-level job skills and to encourage students to envision themselves as contributing citizens and effective workers.

The U.S. Office of Education defined four approaches for the implementation of career education. Only one of the models, the school-based career education model, utilized the existing school system. The other three models (the home-based career education, employer experience-based and rural/residential models) were attempts to develop career awareness and occupational skills outside the traditional school system. And although the majority of the American Workers have received the occupational training outside the school system through on-the-job training and apprenticeship programs, it is apparent that the non-school-based models were attempts to address a number of social and political issues. They have not become viable delivery systems for career education. Consequently, little attention will be given to the non-school-based models in this discussion. The focus of this paper is interrelationship between vocational and career education programs as they exist within school systems.

The prime contractor for the school-based career education model was the Center for Vocational and Technical Education at Ohio State University. The Center received two million dollars (in June, 1971) to coordinate the initial phase of the project. The Center was then expected to subcontract with participating local education agencies to conduct pilot efforts.

The school-based model involved a redesigned K through 12 program in which the concept of career education and career development was to be infused in all aspects of the curriculum Six pilot test sites were selected for developmental implementation of the model. The major intent of the project was to alleviate an alleged lack of preparedness for employment. The strategy for changing this condition was to reform the curriculum and infuse career development activities and concepts throughout the K through 12 program. The model divided the traditional school years into three periods with each having a specific programmatic focus: K through 6, career awareness was emphasized; in grades 7 through 9, career exploration was stressed; and in grades 10 through 12, students were to be prepared for entry-level jobs.

The project was to involve the preparation of curriculum units; a staff development package including instructional units; guidance and counseling materials; and placement component. These materials were also to be rigorously field tested.

After the initial conceptual work, the staff of the Comprehensive Career Education Model (the school-based model) developed over a thousand goals for a comprehensive career education program. These goals were then grouped by grade level and categorized by career education elements into a matrix. This matrix of framework was expected to become the organizational structure for atriculating activites across grade levels. Almost immediately, an informal dissemination of the comprehensive career education matrix resulted in the development of many career education projects nationwide.

When the school-based model along with the other three models was transferred from the Office of Education to NIE In 1972, the project was reviewed by a group of outside scholars. These experts were asked to evaluate the logical structure, the underlying value premises and research data, the validity of the developmental concepts, the curricular feasibility and the general acceptance of the model by the profession and the public. The consensus of the scholars reviewing the goals of the comprehensive career education project was generally negative;

they suggested that the project had many significant conceptual and practical shortcomings. Yet, in spite of the criticisms of the school-based model, the eight elements identifed, perhaps because of the lack of any other available model, were widely embraced by local career education projects nationwide. Curriculum developers have never been deterred by the lack of theoretical or conceptual clarity. Therefore, the concerns raised by the team reviewing the school-based model were largely dismissed or ignored both by the contractor and by other persons who clandestinely obtained information about the early conceptualization of the model.

In a sense, the U.S. Office of Education created a dilemma for itself. At the same time it was agressively encouraging the acceptance and implementation of the concept of career education, it was also suggesting that there should be more systematic research and development activities. Of course, there was no way to hold back the preliminary research results relative to the school-based model because many individuals were being asked to plan local career education activities. The resulting innudation of requests for whatever materials were available in the initial development of the Comprehensive Career Education Model was tremendous. Consequently, this model became the basis for the local adaptation of career education by a highly diverse group of educational planners. Unfortunately, there was no systematic means of communication between these planners except by work of mouth or through the numberous conferences where speakers exhorted educators to become involved in a cause called career education which was undefined at that time.

When the four model projects were transferred from the U.S. Office of Education (which was primarily concerned with rapid development and dissemination) to the National institute of Education (which was primarily concerned with systematic research and development quality), the leadership potential of the model programs was nullified. Transfer of the project to NIE, in effect, negated most of the value the project might have had. By the time the materials finally became available in 1976, a great many districts which could have used the materials in 1973 had either adapted the early information from the school-based model or developed their own approach to career education. Refusing to release the materials until they had been field tested, at a time when projects were in dire need of such materials, was a serious mistake. It is difficult to speculate what might have been the impact of the school-based model had it been allowed to continue as orignially conceived. It is reasonably certain that the decision to delay the distribution of the model and materials limited, if not eliminated, whatever benefit the project might have had in facilitating the implementation of a unified concept of career education.

The other three models, the employer-based/experience-based model, the home/community-based model, and the rural/residential model, really represented educational alternatives to schools rather than career education models. Career education became a convenient vehicle to launch yet another alternative education program. It is unlikely that any of these three models will prove to be sufficiently cost effective or capable of dealing with a large enough numbers of individuals to even become a significant alternative to the delivery of career education experiences within school systems. The experience-based model, for example, involves only secondary students in the last two or three years of high school. Program costs have typically averaged from $2,400 to $3,400 per trainee. Although students and parents tend to give high ratings to the experience-based program, it should be kept in mind that students currently in this program are those who have not been able to adjust to the normal school regiment. Also, the experience-based model does not begin to address many of the objectives that have been defined as appropriate for career education.

The home/community-based model is primarily focused on the career-related needs of adults. This model utilizes telephone interviews, printed material, and manuals; it must be regarded as primarily an awareness tool and not a serious alternative to other educational approaches directed to adults.

The rural/residential model involves moving entire family units into residence at an Air Force Base near Glasgow, Montana. Families remain in residence for a period of approximately eight or nine months. During that time, they receive career guidance, assistance with the development of basic skills, family counseling, assistance with home management, career education, consumer education, assistance with parenting, and help in planning the constructive use of leisure time. The project also provides limited medical, dental, and child care; in addition, financial support and placement services are available. Again, since this model is designed to reach a highly select group of people, it might be perceived as more of a social experiment than a transportable education model. Although the rural/residential model may prove to be cheaper than some other approaches to providing social services, the program is in no way competitive with the cost of school-based approaches to career education.

For the reasons mentioned earlier, responsibility for curriculum development in career education has been assumed mainly by persons at the state or local levels. The impact of the federally supported school-based model for career education was largely dissipated by the long delay involved in disseminating even the conceptual materials about career education to the thousands of individuals across the country who were attempting to develop career education programs for their local schools. As a result of this vacuum, many individual state departments of education --using Parts C, D and I funds from vocational education as well as state and local R & D funds-- engaged in massively redundant efforts to design career education activities and retrain teachers to ininclude these career-related activities in their planned learning experiences. As a consequence, enormous amounts of money, energy, and time were spent on duplicative efforts even though state departments of education and local agencies attempted to beg, barrow, and steal ideas and materials from any source that appeared to have made a curriculum breakthrough. Aside from the general acceptance of the elements of career education as defined in the Comprehensive Career Education Model, little consistency has emerged among career education programs across the country.

One of the more significant curricular concepts to emerge from the education movement has been the use of the occupational cluster. Although the idea of clustering similar occupations has been a part of other curriculum development efforts, it was not until 1971 that clustering was thought of as a central organizing concept for career development and career education. Because vocational education has historically been designed to prepare an individual for entry and/or advancement in a specific occupation, the relationship between organizing a curriculum around occupational clusters as opposed to organizing a program around specific job requirements suggests a basic conceptual divergence between career education and vocational education curriculum planning.

The cluster approach is consistent with the underlying assumptions that a career is defined as the sum total of the occupational decisions made by an individual. The need for some kind of clustering of occupations as a way of dealing with the thousands of specific occupations that one might ultimately enter is obvious if the objective of the instructional activity is career awareness. Conversely, if the instructional goal is job preparation, it is reasonable and meaningful to organize vocational curriculums around the requirements of particular jobs. It can be assumed that an individual would not seek vocational training if he or she had not already made the decision to enter the occupation for which that training was being offered.

The specific clusters proposed and supported by the U.S. Office of Education were developed during a series of meetings in 1971. Ultimately, 15 career clusters were defined. The U.S. Office of Education has awarded a series of contracts to develop curriculum materials for each of these 15 clusters; this work has been supported with Part I funds allocated under the Vocational Amendments of 1968.

In addition, the Human Resources Research Orgnization (HumRRO) developed a clustering system for use in the six, school-based, comprehensive career education model sites. The system developed by HumRRO consisted of 12 clusters rather than the 15. Naturally, there is a high degree of overlap between the two clustering systems. Other projects have also been involved in curriculum development activities using either the U.S. Office of Education clustering system or modifications developed locally. Because the majority of career education efforts thus far have been directed toward the elementary school, the use of the occupational cluster as a conceptual structure for curriculum development has received a great deal of attention. With a few exceptions, very little has been done with career clusters at the secondary or postsecondary levels. (Marland, Lichtenwald and Burke, May, 1975)

Perhaps the most visible and publicized attempt to implement career education within the secondary curriculum has been at the Skyline Career Development Center in Dallas, Texas. It is a new, model facility built on an 80 acre campus, fully air-conditioned and equipped with the most modern technological and scientific equipment available. The center is open to the entire high school population of the Dallas Independent School District. Students are selected for their "intellectual potential," their emotional maturity, and their ability for self-discipline. Its curriculum is based upon 28 occupational clusters.

The Skyline Center exemplifies the kind of programs and institution implied by the career education concept. It is not, however, a model which many communities will find practical to emulate since it is, in a sense, a utopia solution to a problem; it ignores the realities faced by most communities. It is a new facility with virtually unlimited resources both in terms of consulting assistance and physical plant. It had no inertia or previous history to overcome and its students were screened for admission. These factors alone would differentiate from prevailing conditions found in most of the secondary institutions in this country.

Although it is undoubtedly useful to have institutions like the Skyline Center as lighthouse projects, its circumstances are so remote from the problems faced by most American secondary schools that its potential impact is largely dismissed by school boards and administrators who are facing what seem to be insurmountable staffing, student and fiscal problems. Whether or not a school conceived and built around one concept of education can serve as a model to reform institutions conceived and built around another concept remains to be seen. It is doubtful that the Skyline Center can become a useful model for the hundreds and thousands of school districts scattered across this country who are faced with the problem of transforming an existing secondary program from its traditional academic and general education orientation to one focusing on the career development needs of individuals.

POSSIBLE CURRICULUM LINKAGES

If career education becomes widely implemented at the elementary and junior high school levels, the implications on planning for senior high school and post-secondary vocational programs would be substantial. At the present time, pre-vocational and career exploration programs at the middle school and junior high school levels begin with the assumption that students have little or no understanding of the world of work and their potential relationship to it. Considerable attention is focused on individuals' expressed interests in particular occupations. With the intent of helping students avoid making premature decisions, instructors induce students to delay making any kind of commitment to prospective careers. However, even though students are encouraged to explore various career options at the junior high school level, options are usually limited to relatively small number of career clusters. These generally include industrial arts, home economics, agriculture, business, and-in a relatively small number of schools-health occupations.

Typically, activities are organized in semester or year-long time frames with objectives that emphasize manipulative skills specific to processes and materials rather than the actual exploration of "families" of careers. A few schools use what is called the "wheel" approach to curriculum planning. Students in "wheel" programs may spend time periods ranging from six weeks to half a semester exploring careers in one grouping of occupations such as the industrial trades. During the succeeding time period they will switch to another group of occupations and continue this process throughout the course of the school year. The implications for curriculum planning are obvious.

The junior high level is the point at which schools typically begin placing students into curriculum tracks such as college preparatory, general education, or vocational-technical programs. If career education were to become a reality, tracking of students at the middle school or junior high level would be entirely unnecessary because all students would be expected to go through a period of career exploration whether they were college bound or not. If it were possible for students to complete the eighth or ninth year of their schooling with an in-depth understanding of one or more potential occupations, the senior high school career educator or vocational instructor would then be working with students who understood the concepts of work and who had made a conscious personal choice of an entry occupation based upon facts and experience rather than emotion and social stereotypes. It would thus be possible that secondary vocational students or those in career education programs would perceive their enrollment in such programs as an entry-level step on a career ladder rather than a commitment to a second class education or occupation. Vocational training programs would no longer be considered dumping grounds for the student who did not adjust well to the general or academic curriculums, who was a behavior problem, or who did not have the economic potential to finance education beyond the high school.

Although inadequate pre-vocational guidance programs could be significantly strengthened by career education at the elementary and middle school levels, the real dilemma for most high schools is that it is not possible for them to finance the number and range of occupational programs needed to serve their particular communities. An analysis of the vocational programs available in most communities throughout the country indicates very little opportunity for students to prepare for careers other than those that have been traditionally identified with vocational education (agricultural education, industrial education, home economics education, and business or distributive education). If career education were to become a reality at the secondary level, schools would have to find a way to introduce occupational experiences for many areas not presently included in vocational education.

In principle, it ought to be possible to arrange a valid occupational training program if a legitimate occupation exists in a community and a student can demonstrate a need for the training.

Initially, these programs would probably have to be organized through cooperative educational plans, arrangements with community agencies, local employers and other professional resources. (Such cooperative arrangements developed by the school systems should not be confused with the employer-based career education model. In the case of the latter, the primary responsibility for education is turned over to the employer.) But, if career education is to become a reality at the secondary school level, an enormous expansion must take place in the area of cooperative education programs. Furthermore, in most school settings, jurisdictional questions among the various cooperative education programs will have to be resolved so that they too are functioning cooperatively rather than competitively.

The students who select particular vocational programs leading to entry-level job training would, in principle, do so on the basis of considerable information about working conditions, potential job opportunities, and career advancement potential. Such students would therefore be motivated by a realistic entry-level career decision. They would not be "marking" time until they had met the mandatory school requirements or fulfilled a social obligation imposed upon them by their parents. Students would be in such programs because they had participated in the initial training decision.

Because students would have engaged in substantial career exploration, many would be entering vocational preparation programs with considerable manipulative skills and understandings. Such prior readiness to begin vocational skill development would allow students to progress within programs at an accelerated pace, particularly if they were individualized. Individualization, in turn, would allow students to move beyond the entry levels; it would also facilitate the accumulation of practical experience while still enrolled in school.

Based upon career clusters, vocational/career education curriculums would allow the secondary student to keep the largest number of options open for the longest period of time. This would then make it possible to move from one occupation within a career cluster to another vocational/career education curriculum based upon similarities among occupations rather than differences. It would also allow the best possible mixing and matching of student abilities and interests to job requirements. When also considering the life-long learning concept implicit within career education, the particular job choice made by a student may lead to another choice in any of a wide variety of other closely related occupations.

As students reach the point in their vocational/career education training when they can demonstrate proficiency with a significant number of vocational work competencies, training should be transferred from the school classroom to the on-the-job work situation. Students would then spend time in supervised work situations until adequately demonstrating their proficiency in their selected entry-level career choice. Schools should not, however, relinquish their responsibility to continue to work with students after they have been placed on entry-level jobs. The continuing interest in the individual would serve to encourage students to broaden their employment skills and maintain contact with formal vocational education for as long as the student feels such opportunities are helpful for his or her chosen career.

In a parallel way, students should not have to choose between vocational and academic programs. School curriculums could be arranged so that it would be possible for a student to pursue his vocational training while at the same time maintaining opportunities and options for continuing education beyond the secondary school. The common presumption that the secondary school curriculum cannot simultaneously accommodate the vocational and academic interests of students is a myth eventhough some students may find one type more compatible with their chosen career pattern. Students simply should not be encouraged or expected to make such choices in the absence of a clearly defined career direction. The large number of university students undecided about their own vocational or academic career plans attest to the fact that the choice between academic and vocational programs is seldom based upon any systematic career planning. The incredibly poor record of vocational guidance programs attests to the indifference of secondary schools in interrelating individual career decisions of students to their secondary and postsecondary educational programs.

As it has emerged, the existing relationship between career education and vocational education within the public school context is a function of level. Career education is the pre-vocational program which exists in the elementary and middle schools. Vocational education includes those programs at the secondary and post-secondary levels which are designed to develop specific vocational skills. Although some career educators choose to think about career education as a broad concept within which vocational education is only one component, that view of the relationship between career education and vocational education has no operational reality. Career education programs which exist beyond the junior high school level operate with no longitudinal continuity and represent remedial efforts rather than developmental programs. Counseling activities for the secondary or post-secondary students are labelled as career education, but they are primarily designed to address deficiencies that an integrated and articulated program of career development would have avoided.

It is premature to determine at this point whether or not students who have gone through a systematic program of career education at the elementary and junior high levels are, in reality, better prepared to cope with the occupational and career choice decisions which they must make when they reach secondary and postsecondary institutions or when they enter the world of work. The research done thus far indicates that career education programs at the elementary level tend to be preoccupied with communicating information about occupations. To the extent that such information is useful in helping individuals make career choices, such career education efforts may prove to have some salutary benefits. At this point, however, the arguments for including career education within the curriculum of the elementary and middle school are primarily based on faith.

To date, support for career education at the elementary and middle school level has been of two kinds. First, many elementary school teachers recognize the career education concept as a legitimate and important part of the elementary school curriculum. They perceive it as being complementary to many of the activities and efforts which are already parts of their programs. Second, administrative support for career education has been due to the supplemental state and federal funding available to encourage districts to become involved in the planning and implementation of career education. As the availability of these dollars has diminished (as a result of the recent economic recession), local administrators have been increasingly reluctant to reallocate operational money to support career education activities.

So, while career education was intended to be infused into the general curriculum, it has not been possible. In the short amount of time since the concept was introduced, career education has not established itself on a parity with the more traditional aspects of the elementary school program. In spite of the large volume of instructional materials which have become available, the diminished flow of state and federal dollars in the form of categorical support has seriously retarded the development of career education programs and has confirmed the opinion of many critics that career education was simply another educational fad.

This reluctance of the educational community to embrace the concept of career education, although understandable, has left it a stepchild of vocational education. Even the vocational guidance community, although supporting the concept of a developmental approach to career planning, has been unable to mobilize any real support or enthusiasm for career education.

Although proposed career educaiton legislation, if passed, would provide the resources for the federal government to "buy" a renewed interest in career education, it is unlikely that the career education movement will ever realize the idealistic goals which were formulated for it as a means of reforming the educational establishment. Indeed the proposed legislation specifically excludes "job skill training." Therefore, even if passed the career education legislation would merely institutionalize career education as an admittedly much needed prevocational component within the elementary and secondary school curriculum.

Although the initial infusion of federal dollars to support career education was substantial, it was in fact a very small proportion of the total amount of money needed to implement career education on the grand scale that was being discussed in the rhetoric. However, as long as the modest flow of federal dollars continued to the several exemplary projects and sites, there was at least hope that as other districts and states became involved the amount of financial support from the federal government would increase proportionately. But, attempts to secure significant additional federal funding for career education have not been successful and the total number of dollars available to support career education projects has not kept pace with the increased number of projects and the demands on these resources.

Only a few states have moved aggressively to assume responsibility for funding the concept of career education. And, even in these states the impact of the state dollars and the availability of state money was significantly effected by the economic slowdown and high inflation rates of 1974 and 1976 school years. The latent scepticism regarding the long-range federal commitment to a concept like career education is now beginning to manifest itself in the professional literature and in the behavior of many educational leaders. Vocational educators across the country are beginning to question their commitment to and involvement in the support of career education with vocational funds in the absence of any other emerging source of financial assistance or professional commitment within the educational community. At both the state and federal level, vocational educators are seriously trying to determine whether or not they should continue to support career education if such support must come at the expense of new or established vocational education programs. Certainly, most vocational educators support and endorse the concept of career education which includes vocational education as one component of the lifelong plan. On the other hand, they are unwilling to accept the premise that the one part--vocational education--must bear the primary financial and developmental responsibility for the installation and implementation of the total career education process from kindergarten through adulthood.

The fact that career education emerged as a governmental response to a set of social and economic conditions does not necessarily depreciate its significance or its potential as a vehicle for educational reform. Career education is conceptually consistent with a number of trends in public attitudes toward education emerging since the early 1960's. The major problem with the career education movement has been its appeal to reform and criticism rather than its demonstration of improved educational results. Career education has become the rallying cry for a large number of educational dissidents. Their only common bond is that they want to change educational institutions from what they are now to something different. It was not difficult to secure consensus among the dissident that things ought to be changed, but thus far there have been few attempts made to describe how career education could address the many ills which brought its advocates together. There is no common curriculum for career education in American schools.

Instead the tendency is to relabel or attach the label "career education" to every new or many existing programs and practices. This was done in the vain hope that the charisma of the name would somehow improve that practice or that program. These comments should not be construed to imply there are no new and interesting educational programs taking place under the title "career education." Rather, there is no uniformity in either definition or curricular approaches to career education nationwide.

At the present time, the majority of dollars being used to support career educaton are coming from vocational education sources. If, as appears to be the case, the major federal support for career education is provided based on its value as a pre-vocational activity, the long-range future of career education will be a function of the continued support it receives from vocational educators. Career education will not exist as an activity in its own right. Similarly, it is unlikely that it will be embraced enthusiastically by the traditional educational disciplines; and no other group within the educational community has or is likely to emerge as a strong supporter of career education. Although other educational groups may be attracted by the federal and state funds which might be poured into career education programs, there is no reason to believe that the long-range support will persist beyond the continued infusion of new money. (U.S. Congress)

Nevertheless, vocational education, however, has a vested interest in the survival of career education as a program of pre-vocational education in the elementary and middle school curriculum. The contrived distinction between vocational education and career education and the attempts by critics of both to link the two concepts together and then damn both with sophist arguments about vocationalism are seductively divisive. Career education, as it has emerged, is pre-vocational education; it would be a significant mistake for vocational educators to attempt to construct artificial distinctions or to suggest that the long-range interests of vocational educators have nothing to do with the future of career educaton. For the first time, vocational educators have an opportunity to make a meaningful contribution to the elementary and middle school curriculum. The possibilities for vocational programs and for curriculums at the elementary and middle school levels afford limitless opportunities to serve the needs of American youth. Career education and vocational education are complementary to one another and it would be tragic for the vocational education profession to ignore or construct artificial parameters around the traditional, but limited, perspective of the vocational education role in American society.

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FACILITATING THE ARTICULATION OF VOCATIONAL AND CAREER EDUCATION THROUGH PERSONNEL DEVELOPMENT PROGRAMS

by

Robert E. Taylor

The purpose of this paper is to examine the rationale for articulating career and vocational programs and to provide suggestions toward improved articulation of vocational and career education through programs of personnel development. The paper focuses on the need for articulation between vocational and career education, planning and designing personnel development programs, implications for various educational organizations and identification of suggested resources for articulation through personnel development programs.

IMPORTANCE OF PERSONNEL DEVELOPMENT PROGRAMS

In trying to improve our understanding of vocational programs and career education concepts and the functional articulation between these educational elements, it is most appropriate that we examine personnel development programs. Personnel preparation programs (pre-and in-service), along with legislative and administrative requirements and curricula, are among the more powerful interventions to achieve improved articulation and functioning between vocational and career education. One could argue that it is the most powerful since effective personnel are essential to administrative, curricular and other interventions.

According to Wilbur and Donovan (pp. 501-503), "Characteristics of the instructional staff account for more variation of pupil outcome than any other in-school variable." In part, this is due to the fact that, unlike such non-school factors as pupil intelligence, socioeconomic and peer group influence, the educational staff of the schools constitute a variable which can be capacitated for improvement. The educational staff are capable of bringing about needed change. Thus, personnel development holds considerable promise as a means of improving articulation between vocational and career education.

In contrast to curricular interventions, the budgetary allocations for instructional and other support staff are a far more substantial portion of the district budget and, with negotiations, seem to be assured of maintaining its proportionate place. Currently, it is assumed that less than three percent of a school district's total educational budget is allocated for the purchase of supplies and curricular materials. Too frequently, this minimal allotment is one of the first items to be constrained in periods of financial adversity. Thus, it appears to be more difficult to assure utilization of curricular interventions in bringing about needed changes and improvements in the educational program.

RATIONALE FOR ARTICULATION OF PROGRAMS

While the need for vertical and horizontal integration of instruction and programs has long been a part of our conventional wisdom, we have not made adequate progress in this area. Students currently get little help in integrating, interrelating and reconciling isolated bits of subject matter with little perceived relevance to their own problems and/or goals.

Alvin Toffler, (p. 370) in Future Shock, wrote, "millions pass through the educational system without once having been forced to search out the contradictions in their own value systems, to probe their own life goals deeply, or even to discuss these matters candidly with adults and peers." If we believe that schools, their instructional personnel, support staff and administrators are responsible for assisting and facilitating students in integrating their experiences to achieve optimal individual development and progress toward the end that they are capaciated for their multiple life roles (economic, civic, home avocational, and aesthetic), then we have established the real reason for achieving such articulation and the recognition that we have a long way to go.

Since the early 1970's, educational and community leaders have expressed prime concern for articulation vocational and career education programs. On a national level, the Elementary and Secondary Career Education Bill of 1977 (HR7) has underscored the importance of the interface between career education and other educational programs. This Bill reads,

> "It is the purpose of this Act to assist states and local education agencies in making education as a preparation for work and as a means of relating work values to other life roles and choices (such as family life), a major goal of all who teach and all who learn, by increasing the emphasis they place in elementary and secondary schools and career awareness, exploration, decision-making and planning and to do so in a manner which will promote equal opportunity in making career choices through the elimination of bias and stereotyping (including bias and stereotyping on account of race, sex, or handicap) in such activities." (U.S. Congress, 1977 pp. 19-20)

This bill also states, "The state educational agency shall provide assurances satisfactory to the Commissioner that programs of career education assisted under this Act will be administered in such a manner as to impact upon all instructional programs in elementary and secondary education and not be administered solely as a part of the vocational education program." (U.S. Congress, 1977, p. 23)

There is a temptation to treat articulation and integration as synonomous terms. However, the traditional application of articulation is a physiological term such as a joint, that of subparts interrelating for the purpose of developing a functioning union. It implies subparts and specialization of function. The term integration connotes merging into a homogeneous whole with loss of specialized functions or specialized roles. It would seem essential, in the delivery of a modern comprehensive educational program, that there be specialized roles which must articulate. This is not to deny the need for removing artificial boundaries and dysfunctional "turf" protection. In the author's view, articulation strongly implies that there are specialized roles which can contribute to individual career development and these roles must effectively interrelate to assure overall performance and delivery.

The ultimate focus of articulation has to be to assist the individual learner. Articulation of diverse learning experiences should facilitate (1) the transition between educational levels and differing instructional personnel and roles, and (2) continuous individual progress.

In order to meet the challenge for personnel development programs in facilitating articulation, the following specific concerns, among other things, must be considered: (1) focus on the individual learner, and (2) clarifying and gaining agreement on educational goals.

It is also important to determine areas of responsibility for delivery of learning experiences, to formulate procedures to be mutually supportive and to consider the implication for peronnel development programs and the major institutions involved.

Focus on the Individual -- Student-centered education has been a part of the educational rhetoric from the beginning, but our delivery is still too compartmentalized with little recognition and agreement about the central purposes of education. Further, too much of the school curriculum focuses on descriptive knowledge rather than the applicative dimensions of knowledge, which would facilitate students understanding the relationship between instructional programs and applications to various careers. The delivery is all too often dictated by disciplinary requirements and organizational convenience, rather than optimizing and facilitating the integration of experiences for individual learners. The critical need, therefore, is to "focus the educational enterprise on the individual." (Taylor, Dec. 1973, p. 8) We must constantly remind ourselves that the focus of career and vocational education is on the individual learner and his/her optimal career development. Our goal should be to capacitate individuals to make increasingly sophisticated decisions relative to their lives and to increase their skills in the performance of all their life roles. This implies a self-actualized individual with a "sense of agency," one who develops increased understanding of his/her interests, abilities, and aptitudes. Such individuals can realistically and honestly confront the potential implications of a wide range of career options and can make career choices increasingly satisfying to themselves and satisfactory to others. These decisions should not occur in a vacuum or in the abstract, but with a grasp of the real world context and consistent with their own career goals.

Development of an Individual Career Plan -- We should consider individual educational plans if we are to make progress in improving the articulation of vocational and career education toward the end that individuals are assisted integrating their experiences.

The 1976 Amendments for the Education of the Handicapped (PL 94-142) incorporate assurances that an individual's needs and interests are considered in designing the educational program. Under Section 614(a)(5), states must

> "provide assurances that the local educational agency or intermediate educational unit will establish or revise, whichever is appropriate, an individualized education program for each handicapped child at the beginning of each school year and will then review and, if appropriate revise, its provisions periodically, but not less than annually." (U.S. Congress 1975, p. 14)

If such an individualized program or plan is desirable and feasible for one subset of the student population, then it seems reasonable to assume that ultimately this entitlement should be provided to all students. Such a vehicle would not only be a viable and useful strategy for planning the experiences of students K-12, but also for students in post-secondary training and for recurring educational experiences throughout life. It also follows that no single individual educator within the educational system can adequately develop this individualized plan. It will require joint planning and coordination among a variety of instructional and support personnel.

As essential dimension of the individual educational plan, in the author's view, is the need to develop a continual, comprehensive individualized record which would "follow individuals through the various levels and alternative channels of the educational system." (Taylor, Jan. 1973, p. 49) Such a cummulative, comprehensive record would allow both educators and employers, as well as the individual learner, to effectively plan and assess individual progress. It would also provide a working data base to enable the educational system, and ultimately employers, to optimally assist individuals in making transitions and reaching their full potential. The age when a scholarly transcript served as the only viable credential for entry into advanced education and employment has long passed. Such records would serve as a progressive data base and might include, in addition to the typical academic preparation record: (1) career development goals, (2) information on occupational exploratory experiences, (3) anecdotal records concerning work experiences, (4) specific occupational skills mastered, (5) recommendations for new areas of personal growth and development, and (6) a proposed set of educational and experiential activities appropriate for the next level. Within the constraints of the Buckley Amendments, all such records could provide information with respect to the individual's adjustment and adaptability to co-workers, supervisors and new occupational settings. (U.S. Congress, 1974, pp. 88-91) It does not seem unreasonable to charge each level of the educational system to provide an analysis or diagnosis of needs and concerns for each individual, appropriate for the next step -- work and/or education. Problems of individual transition through various educational levels and the interations between education/employment--employment/education could be reduced.

Agreement on Outcomes -- If various actors in education or the community are to cooperate toward the objective (i.e., optimal individual development), then there needs to be common agreement with respect to ultimate outcomes and purpose of the educational enterprise. This realistic concern for educational outcomes has highlighted a major issue, that of determining whether schools prepare for life as well as the next level of education, whether knowledge is to be descriptive or applicative, and whether the optimization of individual career development provides a logical rationale for organizing and sequencing learning experiences. (Taylor, Dec 1975, p. 6)

The full implications of vocational and career education have intensified the need to agree upon what it is that education is really about. Not only is clarity of purpose critical from the standpoint of focusing limited resources, assessing progress, and effectively delivering on our promises, it is also essential to restore confidence in schools with the general public and to give individual students the kinds of education they want and need. Perhaps no greater challenge exists for colleges of education, state departments of education, state and local school boards, administrators, teachers and parents, than to confront the problems and issues concerning ultimate educational purposes.

PLANNING FOR ARTICULATION THROUGH PERSONNEL DEVELOPMENT

One approach to the preparation of career and vocational educators would be to think through some of the operational conditions and outcomes that we want to prevail in school settings, and from that derive pre-service and in-service educational requirements. One condition, for example, would be the infusion of career education throughout the educational system. The infusion strategy for career education necessitates that all members of the educational staff have a basic understanding of career development theory and concepts. If vocational instructors are to make their essential contribution to the career development of individuals, it would also hold that they would have additional understandings with respect to the applications of career development theories and concepts to career preparation.

Individuals fulfilling career education leadership roles would have the basic understanding plus additional applications of career development concepts to facilitate individual career planning and choice.

The infusion strategy requires that all teachers, administrators and support personnel accept the responsibility of contributing appropriately to the goals of career education. Further, appropriate in dividual occupational development becomes a major goal of the school.

The primary, shared and support roles of educational personnel in articulating vocational education and career development, therefore, should be considered. For example, vocational education personnel have a primary responsibility in the career preparation dimension, but also should support and reinforce career education goals and the learning objectives of other areas of the school. While vocational educators are primarily concerned with occupational competence, school counselors need to be primarily concerned with assisting individuals in becoming aware of career options and in making career plans. Vocational education and career education personnel might appropriately share responsibilities in exploration and placement activities. The development of the individual educational plan is an excellent example of a shared responsibility of educational personnel across all disciplines and key community elements. Extending the concept of primary, shared and support roles further, mathematics teachers have a responsibility of assuring that students see the applicability of mathematics to their career interests. English teachers have a parallel role in assuring that individuals can express themselves orally and in writing at levels commensurate with occupational requirements and other life roles. The vocational teacher, in turn, should insure that students demonstrate and utilize mathematical and communication skills appropriately, each, therefore, should be supporting (reinforcing) the learning objectives of the other.

Preparation programs for teachers and others functioning in vocational and career education should emphasize this primary and support role. Future teachers and educational personnel should actually experience and benefit from this concept of "primary shared-support dimensions" as a part of their own preparation.

PARADIGM FOR PROFESSIONAL DEVELOPMENT

A long used paradigm in the preparation of professional staff in education presents three major components: (1) general education; (2) specialization (the content area of instruction) and, (3) professional preparation. In the undergraduate program, vocational and career education majors need to secure the general skills essential to sustain intellectual growth as well as the understanding of our cultural heritage, the functioning of our democratic society, the contribution of basic disciplines and the importance of societal variables in planning for and fulfilling their professional role. These general education skills should capacitate prospective educators to explore and integrate essential knowledge bases and experiences in the further development of their professional competence.

Specialization in the content area may be acquired through college courses, prior or concurrent work experiences, or a combination of these. Obviously, the currency, relevancy, breadth and depth of employment experiences are key variables.

The profesisonal preparation program should assure adequate mastery of career development, learning theory and other dimensions of professional competence that are critical to successful performance.

Of major importance, colleges of education as part of higher education should practice what they preach. If colleges of education are going to be viable and credible within the university community and in the broader public sector, it seems only logical that what they profess ought to be incorporated into their own operations. Further, colleges of education ought to have an impact on the practices of their parent institutions. (Taylor Dec. 1975, p. 6) This means that they should demonstrate, through their own undergraduate programs, the concepts of career development. Articulation of vocational and career education should be explicitly discussed, observed, and experienced as part of the pre-service program. Prospective career and vocational teachers should experience educational preparation which is consistent with career development concepts and which facilitates the integration of diverse educational experiences into a consistent, unified, organized coherent repertoire of capabilities. This program should also demonstrate effective articulation among vocational education professors (the vocation of teaching, in this instance) in the college of education, with other professors in the college and university.

There need to be more joint classes and joint field experiences, where vocational and career educators learn and work in an articulated manner. The college should operate awareness and exploratory program which are rich in field-based learning and contact with educators working in diverse settings. The nature of the field experiences, whether it be freshman early experience programs for purposes of exploration and individual career planning, student teaching, or specialized internships, should specifically contribute to the required competencies needed by vocational and career education including articulation.

It is imperative that learning activities and experiences be planned in a manner which facilitates, for career and vocational education majors, the understanding of career development, career education, and vocational education, as well as the importance and means of improved vertical and horizontal articulation. Additionally, these education majors must become intelligent consumers of educational research and development and gain the necessary information acquistion skills which will enable them to fully exploit information systems.

Educational experiences for the prospective teacher must involve more than simply placing the prospective teacher with a "proven educator in their chosen field. It should mean that specific objectives and expected outcomes of the experience have been clearly delineated in advance, through an individualized educational plan consistent with that described earlier in the paper. Principles of career development must be honored in the preparation of this plan. The plan should reflect joint planning and negotiation between the student, the advisor and other members of the college, university faculty, and field experience centers. It should represent a prototype of what the student will be expected to do and participate in as a future member of the school staff.

In discussing the graduate level, the first temptation is to think in terms of an array of new courses. We do need to strengthen concepts and understandings in career development acquired as an undergraduate. Through graduate study, much of this can be and should be attained through infusion of existing courses. (Taylor, Dec. 1975) Many leaders in career education have persistently maintained that there should not be *a* graduate degree in career education, but rather that we should continue to support the infusion strategy and capacitate all individuals working in the schools to make their optimal contributions to career development. However, it will be necessary to think in terms of some graduate courses providing a "fountainhead" for the continue development and refinement of strategies for articulating vocational and career education. Such courses are already in existence on some campuses, such as career development theory, and developing, organizing, conducting and evaluating career/vocational educational programs. Another candidate course might be community involvement programs which emphasize the need for school/society partnerships for the purpose of planning instruction and learning activities and employment experiences. Additionally, courses in occupational sociology, labor economics, and counseling psychology should be scrutinized for contributions to this goal. Existing educational courses need an infusion of career development applications to make their contribution to articulated efforts. The applicative dimensions of the existing courses toward such a program should be stressed.

In preparing leaders for career-vocational education at the graduate level, we will need to think beyond the present stereotyped and classical roles, and think in terms of new roles implicit in the full implementation of career-vocational education. Some job titles might include: school placement officer, follow-up specialist, career information specialist, developer for community-based learning experiences and employer relations coordinator.

Another important leadership skill necessary in the implementation of career-vocational education is the ability to initiate and operate consortia. Educators need to develop a "sense of community:" which will encourage them to involve a wide variety of people in various disciplines and organizational settings in cooperating and furthering career-vocational education goals.

Finally, the graduate program must yield a number of educators who will perform leadership roles in implementing career-vocational education in school through planning and cadre training. With the educational skills gained from a graduate program encompassing the elements mentioned earlier and the normal process skills (e.g., in-service techniques, planning, decision-making) taught in a graduate program, these educational leaders should capacitated to accomplish the task.

ESSENTIAL COMPETENCY AREAS NEEDED BY VOCATIONAL AND CAREER EDUCATION

If personnel development programs are to contribute to articulation, it is essential to distinguish between vocational and career education's specialized functions.

By definition, vocational education is,

> "organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advance degree. Further, vocational education and instruction must be related to the occupation or occupations for which the students to benefit from such training." (U.S. Congress, 1976, P. 90STAT22211.)

By definition, career education refers "to the totality of experience through which one learns about, and prepares to engage in, work as a part of his or her way of living, and through which he or she relates work values to other life roles and choices." Career education includes "those activities carried out by state educational agencies and lcoal educational agencies involving career awareness, exploration, decision-making and planning." (U.S. Congress 1977, p. 18)

The need for close articulation between vocational and career education is apparent from an analysis of these definitions. Career awareness, exploration, decision-making, and planning are important correlates to preparation of individuals for either paid or unpaid employment. Further, the educational program should capacitate and assist individuals to make realistic career choices. Individuals need broadened experiences in career awareness, and exploration of occupational cluster, to rationally try out, tentatively select, plan, and prepare for careers. Only through improved cooperation and coordination among educational programs and personnel can the goals of vocational and career education be realized.

There are a number of primary, shared, and support responsibilities held by career and vocational education personnel which should be an essential part of personnel development programs. Both career and vocational education personnel should contribute to the following objectives for their students: (Hoyt, 1976, p. 13)

1. to improve career planning and decision-making skills of students;
2. to assist students in developing knowledge of opportunities in occupations;
3. to design programs that are responsive to real business/ industry world requirements;
4. to develop curricula and other learning experiences that will give all students a balanced, relevant educational program; and
5. to increase the effectiveness of related areas to teaching

Both career and vocational educators require an in-depth knowledge and understanding of career development. There are also a number of competency areas that can be identified for each sphere of responsibility. In the case of vocational education personnel, the following competency areas have been identified which directly contribute to the success of the vocational teacher in the classroom: (Contrell, Chase, & Molnar, p. 163)

1. planning and development of career preparation programs;
2. revision of career preparation instructional programs based upon student effectiveness evaluation data;
3. instructional execution through curriculum;

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4. management of comprehensive career preparation programs;

5. knowledge and ability to evaluate career preparation programs;

6. career guidance and counseling skills related to the world of work (supportive, rather than primary role);

7. development of school/community relationships which complement career preparation programs;

8. knowledge of purpose and potential of vocational student organizations;

9. professional role and development;

10. knowledge of coordinating career preparation and career development programs both horizontally and vertically.

These generic competency areas are to be applied primarily to educational programs designed to prepare individuals for teaching in programs to prepare students for paid and unpaid employment. (For more detailed treatment of specific competencies in these ten areas needed by vocational instructors, see Appendix G).

In the case of the career educators, the following primary competency areas have been identified:

1. orientation to the career development concept;

2. career guidance and counseling skills related to student work, education and leisure life goals;

3. development of school/community relationships which enhance career education;

4. instructional execution through curriulum which infuses career development goals throughout education;

5. knowledge of change process activities which facilitates acceptance and adoption by teachers and communities of the career education concept.

These competency areas relate to fulfilling objectives of career education. (For more detailed treatment of specific competencies needed by career educators, see Appendix H) It is interesting to note that, in many instances, these competencies represent facilitating and coordinating skills required across the educational system to infuse career education.

In analyzing the two lists of competencies for career and vocational educators, the following common areas appear to exist:

1. Appropriate career guidance and counseling skills related to the world of work for their respective educational roles;
2. Evolvement of school/community relationships which enhance career development preparation and instructional execution through relevant curricular strategies and orientation to the world of work.

The existence of these shared competencies required of vocational and career educators further substantiates the need for articulation and gives rise to the possibility of some common course experiences in the pre-service program offerings.

RECRUITMENT FOR VOCATIONAL AND CAREER PERSONNEL DEVELOPMENT PROGRAMS

Personnel development programs, to achieve articulation, must involve not only colleges of education but state departments and local school districts as well. Recruitment and pre-service and in-service education activities must be considered. Achievement of the goal of articulation will require leadership of the highest order in all of these agencies.

Effective recruitment can make a major contribution to articulation of vocational and career education. In thinking through recruitment considerations, three broad domains can be identified: (1) the experiential base of an individual. (2) their intellectual promise, and (3) their commitment to teaching and other educational roles.

Individuals need to be recruited who have in their background "real" world exposure and experience with the working segments of our society. We must overcome the severe difficulties that lie in the current educational system where a child can begin school, ultimately progress through the system, prepare as a teacher and begin teaching youngsters without having received exposure to real working conditions in business/ industry in addition to his/her educational program. This incestuous cycle must be broken. A means of securing individuals who have had real world exposure is to consider mid-career recruitment of individuals who are retiring early from industry, military, or other employment; and housewives or husbands who could bring rich and diverse backgrounds and role models into the educational arena.

Individuals must be recruited who have empathy and understanding of various cultural groups; who have actually lived or worked in depressed neighborhoods or rural communities; who have taught in underdeveloped schools and have had direct contact with the disadvantaged and handicapped. We need to be concerned with ethnic equality and a "new mix" of the sexes with respect to instruction, administration and other educational roles.

IMPLICATIONS FOR STATE DEPARTMENTS, COLLEGES OF EDUCATION, LOCAL SCHOOL DISTRICTS

The achievement of effective articulation of career and vocational education is not the responsibility of one particular institution and agency since "all of society educates its citizens." The primary responsibility does, however, fall more heavily on groups such as state departments, colleges of education and local districts. Personnel

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from these agencies should reach out, involve, and exploit the unique contributions of other groups and reestablish a "sense of community and common purpose."

State Departments

State departments of education have a primary leadership role in the futherance of articulated career and vocational education. This role includes planning and policy development. Needed activities are as follows: (1) designing policy positions for state boards of vocational education; (2) establishing priorities and organizing various groups to impact on the priorities; and (3) examining regulatory responsibilities of the department to ascertain that certification and other similar dimensions are facilitative and not prohibitive. According to Hoyt and Woolard, (p. 39) "current certification requirements demanded by crediting commissions and by state departments of education, are going to have to be stated in a more flexible form if the career education concept is to work and be integrated into all educational programs"; (4) Securing and allocating financial resources for stimulating and maintaining the programs and activities which further articulation are also critical; (5) Program leadership through technical assistance, in-service conferences and similar activities are additional contributory dimensions, and (6) Service activities might take the form of clearinghouse operations for needed materials, communication networks, disseminating information, and operating resource centers. These comments on the state department are also applicable to state post-secondary governance and leadership units in assuring articulated lifelong career and vocational education programs.

Colleges of Education

Colleges of education, faced with a multitude of innovations and demands in the 1970s and an overall requirement to decrease costs and yet increase the quality of the education profession, are beset with almost insurmountable problems and expectations. Pre-service programs continue to contribute an increasing surplus of teachers in many content areas, while severe needs continue in in-service education, vocational education and in some of the newer areas such as career education and development. Vocational education through emphasis on performance-based instruction, has made progress in preparing individuals to conduct occupational programs. (Hoyt and Woodlard, p. 6) However, in too many instances, graduates are continuing to leave colleges and universities without essential understandings and skills in their supportive roles of an articulated program. Career education, due to its recent arrival, has received only minimal attention by colleges and universities in terms of developing appropriate preparation programs. Among the various components of public education (state departments, colleges, university colleges of education and local districts), colleges and universities have probably lagged furthest behind with respect to attention and leadership in career education.

The major problem confronting colleges of education is how they can initiate major leadership activities in career and vocational education and improve their articulation with the severe budget constraints that are presently in force. This and other constraints noted by Clark in his eight predictions as the most likely near-future for schools, colleges and departments of education, paint a rather grim picture with respect to evolving and strengthening needed capacities. (Clark, pp. 12-21) These include:

1. There will almost certainly be a decrement in "real" funds available to support the range of basic functions assigned to such units.
2. Enrollment in teacher education programs will continue to decline in the next decade-and-a-half. Funds to support the instructional function will also decline.
3. Fiscal support for knowledge production activities or research and development will decline, probably sharply, over the next five years.
4. Fiscal support of knowledge utilization activities, e.g., dissemination, service will increase slightly over the next five years.
5. Program quality will decline over the next five years.
6. Current perceptions held by some clients and policy-makers about inadequate performance in terms of teacher education and/or knowledge production and utilization will increase over the next five years.
7. The next five years will be characterized by negotiation among concerned agencies to determine the appropriate role to be played by the several agencies in governing teacher education. There will be a loss of autonomy for schools, colleges and departments of education in program development, operation and evaluation.
8. The next five years are more likely to be characterized by changes in the form of structure of teacher education rather than in its substance.

While administrators could hope that "outside" money would be available to enable colleges to provide leadership, the prospects are not likely. In all likelihood, colleges are going to have to reexamine their priorities, put resources on areas of high relevance and need, and perhaps phase out duplicative or less relevant and viable programs. A key vehicle to begin to deal with the problem faced by the 290,000 educators employed in two-and four-year colleges and universities in the United States is effective and relevant in-service education. (National Center for Education Statistics, p. 136)

Evolving rational mechanisms for this is a major and urgent task. Concurrently, educators and administrators have to continue to search for ways to become more "productive" in higher education.

Colleges of education personnel are favorable with regard to career development in terms of further incorporating this concept into their respective areas of study. A recent study (Hansen, P. 173) of three selected colleges of education and students, parents and teachers in six school districts found college of education personnel both highly positive toward career development and more positive toward specific aspects of the concepts than the other three groups. While a majority of college faculty were in agreement with the elements of the concept, college faculty members were less positive than the other groups regarding statements concerned with the "economic role of man" as the central focus for the infusion of the career development aspects of the concept throughout existing school programs.

In capacitating colleges to move agressively in this area, one approach would be to think in terms of a matrix organization where an advocate team or task force, interdisciplinary in nature and cutting across several departments, could focus upon needed developments in career-vocational education articulation. Such teams could prepare operational definitions, plans for faculty involvement, implications for the functions of instruction, advising, research, field service, and ultimate program operations. Teams could be empaneled to examine various levels of the educational enterprise: secondary and post-secondary with the view to improved articulation. Such an approach, obviously, could contribute materially to the in-service development of college faculties.

An alternate, or perhaps and adjunct, to the advocate team and matrix organization would be extensive cooperative arrangements between colleges and local districts in the private sector. Perhaps an "adopt-a-school" approach by a college would provide a means of combining the strengths of the institutions and stimulate reexamination of roles and relationships, cross-fertilization, and cost-effectiveness. Providing mini-grants to individual staff members within the college to allow them to pursue developmental aspects of articulating career and vocational education and its impact on the college program and field would be most desirable. State departments of education, federal agencies, chambers of commerce, professional associations, and other public and private groups are logical sources of funding.

Local School Districts

Local districts bear the primary burden of assuring that articulation actually takes place. State departments, colleges of education and others can contribute in various ways toward this essential goal, but it is the local district that must assure that it happens. In this connection, it would seem logical and desirable that there be clear-cut educational goals and explicit attention to the need and desirability of articulation. Planning should be devoted to developing procedures and assigning responsibilities to effect it. Current organizational, administrative and other policy considerations should be examined to determine whether they facilitate or constrain articulation. Additionally, the difficulty of having all elements of a local school program "up-to-speed" and "on-line" at the same time requires that articulation be a locally negotiated process whereby the barriers to articulation are explicitly considered and the best compromises and accomodations be derived. The program should be ongoing and continuing with the constant goal of refining, extending and strengthening articulation procedures.

A major strategy for making progress in this area is through local in-service education activities. It seems appropriate that local districts design in-service programs which will uniquely focus on the needs and concerns of that district.

One approach to orienting educational personnel to other settings is through staff exchanges. For example, a secondary school counselor might exchange roles with a counselor in a post-secondary institution for a month, semester or percentage of time during a school year. Such an approach could be used throughout the educational system to improve the degree of vertical articulation among personnel and programs at different educational levels.

RESOURCES FOR ARTICULATION ACTIVITIES

A number of federal, state and local resources could be made available to contribute to articulation of vocational and career education through personnel development. Public Law 94-482, The Education Amendments of 1976, provides funds under Title II, Section 135, to be used for programs or projects: (U.S. Congress, 1976, pp. 90STAT2194--90STAT2195)

1. To train or retrain teachers, and supervisors and trainers of teachers in vocational education in new and emerging occupations;
2. Which provide in-service training for vocational education teachers and other staff members, to improve the

quality of instruction, supervision, and administration of vocational education programs;

3. Which provide for exchange of vocational education teachers and other personnel with skilled workers or supervisors in business, industry, and agriculture an the development and operation of cooperative programs involving periods of teaching in schools providing vocational education and of experience in commercial, industrial, or other public or private employment related to the subject matter taught in such school;

4. To prepare journey men in the skilled trades or occupations for teaching positions;

5. To train and to provide in-service training for teachers and supervisors and trainers of teachers in vocational education to improve the quality of instruction, supervision, and administration of vocational education for persons with limited English-speaking ability and to train or retrain counseling and guidance personnel to meet the special needs of persons with limited English-speaking ability; and

6. Which provide short-term or regular-session institutes designed to improve the qualifications of persons entering or reentering the field of vocational education in new and emerging occupational areas in which there is a need for such personnel.

House Bill 7 cited as the "Elementary and Secondary Career Education Act of 1977:" allows for grants to be made to local educational agencies for comprehensive programs including; (U.S. Congress, 1977, pp. 8-10)

1. Infusing career education concepts and approaches in classrooms;

2. Developing and implementing comprehensive career guidance counseling, placement, and followup services utilizing counselor, teachers, parents, and community resource personnel;

3. Developing and implementing collaborative relationships with organizations representing the handicapped, minority groups, and women and with the business-labor-industry-professional-government community, including the use of personnel from such organizations and that community as resource persons in schools and for student field trips into that community;

4. Developing and implementing work experiences for students whose primary purpose is career exploration, provided that such work experiences are related to existing or potential career opportunities and do not displace other workers who perform such work;

5. Employing coordinators of career education in local educational agencies or in combinations of such agencies (but not at the individual school building level);

6. Inservice education of teachers, counselors, school administrators, and other education personnel aimed at helping them to understand career education, including their roles in career education, and to acquire competencies essential for carrying out their roles;

7. Conducting institutes to acquaint school board members, community leaders, and parents with the nature and goals of career education;

8. Purchasing instructional materials and supplies for career education activities;

9. Establishing and operating community career education councils;

10. Establishing and operating career education resource centers serving both students and the general public;

11. Adopting, reviewing, and revising local plans for coordinating the implementation of the comprehensive program; and

12. Conducting needs assessments and evaluations. Fiscal resources available to education from local and state taxes could also be reallocated from other priorities to use for increasing articulation between vocational and career education.

SUMMARY

There is a definite need to return to the primacy of the individual. The major purpose of education and the articulation of vocational and career education programs is to facilitate and optimize individual development toward the end that students are capacitated for their multiple life roles, increasingly able to make appropriate life decisions and sustain their individual growth.

To accomplish this purpose, educators will be required to: (1) secure general agreement on educational goals; (2) sharpen the conceptualization and definitions of vocational and career education; (3) devise appropriate divisions of labor and reinforce each other's efforts; (4) focus these efforts directly on the individual; and (5) make articulation a conscious goal of pre-and in-service education programs. Additionally, it is imperative that a continual assessment be made of the status of articulation efforts and corrective feedback provided to all segments of the educational system.

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PART FOUR: A PROPOSED RELATIONSHIP

A PROPOSED RELATIONSHIP

Many writers and leaders in the field of education have had lots to say about career education and vocational education during the past decade. Readers may find various analyses, summaries, comparisons, and indepth explanations of each throughout the more recent literature in education. The concept of "Career Education" was born (but not necessarily conceived) during the first part of the calendar year of 1971. It has been experiencing growing pains since that time.

The concept emerged during a time when our educational system was ready for change and renewal, and when there was concern about the portion of the educational program that was known as the "general curriculum" There was little criticism of the "academic" curriculum or the "vocational" curriculum relating to whether or not they were legitimate entities. There was, however, much concern about the numbers of students enrolled in those programs and the quality of their curricula. At this time, the proverbial pendulum has reached its apex and many people are concerned about the "back to basics" and the "tracking of students" influences that always provide bases for arguments. The basic premise and point of departure that will be employed here is that there is no question about the need for academic education (to reemphasize the basic), nor the need for sound education (for those students who choose to pursue careers that require less than a baccalaureate degree). The real concern lies in the area of what to do with those students who are undecided and/or unequipped to pursue any career when they leave the public school.

Most educators readily acknowledge the need for career education. Where, then, does the problem or confusion exist? It rests with the lack of definition of the paramenters of career education. The following pages suggest a viable position that vocational educators and the American Vocational Association might take in helping to solve the problem.

To set the stage and assist the reader to understand the position and the parameters to be suggested, the follwing basic tenets were assumed:

1. Career development is a lifelong process that occurs as one's educational and vocational pursuits interact with other life pursuits. Career development will occur regardless of the educational program, although the quality of an individual's career development is affected by the educational program.

2. All of education does not have to have a utilitarian or economic value, and in agreement with Maslow's Hierarchy of Needs, there may be some education "for the sake of learning." This, also, is consistent with the basic premise that all individuals should have the opportunity to develop inherent capabilities to their fullest extent whether or not they are related to a career.

3. Career education is an instructional strategy, aimed at improving educational outcomes by relating teaching and learning activities to career development.

4. Vocational education means organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment or for additional preparation for a career requiring other than a baccalaureate or advanced degree.

With those four basic tenets in mind it is possible and necessary to elaborate on some of the parameters within which vocational education and career education must exist (or operate). Within the context of our current concept of education, parameters must be drawn around: (a) the scope of vocational education and career education;

(b) the clientele to be served; (c) who is involved; (d) administration and management responsibilities, and (e) curricula.

Scope

Career education is broad in its coverage of occupations in order to achieve one of its goals of providing sufficient information and experiences for career decision making. Further, career education is broad in the number of types of careers considered, the number and types of resources and instructional strategies utilized and in the number and types of courses and programs involved. Vocational education of the otherhand, is not as broad as career education in that its goal is to provide skills, training, knowledge, and social interaction competencies to prepare individuals for entry into paid or unpaid employment in a specific job or job cluster which does not require training at the baccalaureate or advanced degree level. Additionally, although vocational education does relate to several academic disciplines, it does not necessarily relate to all academic areas as does career education.

Clientele

Career education serves all individuals, kindergarten through adulthood regardless of handicaps, disadvantages, racial, ethnic, or other individual characteristics. Although our American educational system is responsible for instructional strategies for career education only while an individual is enrolled in an educational program, which may reach through the advanced degree level, the individual may continue his own career education through individual learning processes.

Although vocational education is not for everyone, it should be available for everyone regardless of individual characteristics. Vocational education is a formalized program consisting of a sequential set of learning experiences which prepares individuals for immediate entry into paid or unpaid jobs which require training of less than the baccalaureate degree level. As a general rule, participants in vocational education programs are of at least the secondary level. However, some vocational programs are designed for those who have not reached the high school level but have been identified as likely to leave school before high school completion.

Who is Involved

In essence, everyone is involved with career education. Pragmatically, however, those involved with formal educational programs, including administrators, teachers, and support personnel, all have the prime and continuing responsibility with community persons and resources being involved as needed. For vocational education, the instructor has prime responsibility although other school personnel or community resources may be involved as part of the instructional process to accomplish specific vocational education objectives.

Administration and Management

Career education is for everyone. Therefore those ultimately responsible for education must be responsible for the administration and management of career education. Further, every staff member must be constantly involved with career education so the total curriculum must reflect those concepts. Vocational education programs are the responsibility of a few members of the school program. In addition, vocational education programs can be conducted in settings where complete educational programs are not available to participants. It is possible, then, to support the position that the administration and management of career education is the responsibility of those charged with the total educational program and that separate administration and management of career education cannot be supported. It might be conceded, however, that until career education concepts are universally accepted and integrated into educational programs, special career educators, task forces or related strategies may be necessary.

Curricula

One can read much about the curricula for career education and vocational education. It is becoming increasingly clear that vocational education can exist without career education (although it is abundantly clear that vocational educators can do a better job with their students if the students have been in an educational program utilizing good career education concepts) but that the total concept of career education is not possible without the provisions of good vocational education programs.. Further, it is still clear that the career education curriculum must do an adequate job of career awareness, self awareness, the development of decision making and interpersonal skills and the basic reading, writing, and computational skills before the vocational education curriculum can insure the development of skills needed for employment. There is, obviously, a relationship between the curricula of vocational education and career education with that relationship being discernable when one refreshes his/her memory of the purpose of each.

SUMMARY

The nature of changing concepts and individual involvement at this time really prevents one from drawing hard and fast conclusions about the relationships between vocational education and career education. It is, however, quite clear no one group or area of education can be all things to all people. It is important that parameters be established and vocational education and career education begin to work within those parameters. It is also reasonable to assume that there will continue to be some "grey areas" or areas where there is overlap. Rather than for those grey areas to be areas for disagreement, they should be the areas where cooperation and joint working relationships are developed.

It is hoped that the analyses, commissioned papers and other information in this report will provide some direction to assist with clearing up the relationships between vocational education and career education.

APPENDICES

APPENDIX A.

STAFF

PROJECT STAFF

PRINCIPLE INVESTIGATORS:	Lowell A. Burkett Dean Griffin
PROJECT DIRECTOR	Garry R. Bice
SECRETARY:	Mona Payne
CONSULTANTS:	Katy Greenwood John Skinkle

APPENDIX B.

ADVISORY COMMITTEE

ADVISORY COMMITTEE MEMBERS

Dr. James E. Bottoms Chairman
Director, Program and Staff Development
Georgia State Department of Education
231 State Office Building
Atlanta, Georgia 30332

Dr. Gordon I. Swanson
Professor of Vocational Education
College of Education
University of Minnsesota
116 Classroom & Office Building
Minneapolis, Minnesota 55108

Dr. Harry N. Drier
Research Specialist
The Center for Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

Dr. Richard C. Erickson
University Coordinator, Vocational
and Technical Education and Assoc.
210 Williston Hall
Northern Illinois University
Dekalb, Illinois 60115

Dr. James Hannemann
Director, Agriculture, Trade and
Industrial Education
Oakland Schools
2100 Pontiac Lake Road
Pontiac, Michigan 50853

Mrs. Marilynn Johanson
Vocational Homemaking Teacher
726 N. Clinton
Stephenville, Texas 76401

Dr. Roy E. Ayres
State Supervisor, Trade & Industrial
1515 West 6th Avenue
Stillwater, Oklahoma 74074

APPENDIX C.

COMMISSIONED PAPER CONTRACT

(Sample Commissioned Paper Contract)

Dear:

The American Vocational Association has been awarded a grant to identify and communicate linkages between vocational education and career education. You have been identified by the Project Advisory Committee to prepare a paper on ....

....

Your responsibilities will be to prepare a report on the key issues, ideas and generally accepted practices related to ....

In particular you should examine (1) ..... (2) ..... (3) ..... (4) ..... etc.

The intent of the paper is to provide information that will provide guidance to practitioners, administrators, and policy makers seeking to clarify and communicate roles and relationships between vocational and career education.

Important questions to be considered are ....

As consideration for the work performed under this agreement, and upon receipt of a proper invoice and acceptance by the Project Advisory Committee of the report, you will be paid the firm fixed price of $2,000. Payment of the fixed price shall be made in accordance with the following schedule:

1. Upon receipt of a proper invoice and acceptance by the Project Advisory Committee of an outline of the paper, to be submitted on or before November 15, 1976, a progress payment of $1,000 shall be made on a provisional basis.
2. Upon recepit and acceptance by the Project Advisory Committee of the final version of the paper, to be submitted on or before March 1, 1977, and upon submission of the proper invoice, a payment of $1,000 will be made, which will be for the final payment under the terms of this agreement.

Sample Commissioned Paper Contract Cont'd

The accepted report shall become the property of the American Vocational Association and publication of the report or any part thereof, either prior to or after its acceptance by the AVA Project Advisory Committee, shall not be made without prior written authorization of the AVA. If the report is not accepted by the AVA Project Advisory Committee, the progress payment made in accordance with this agreement will be refunded to the AVA and no restrictions will be placed on its publication.

Any expenses you incur while completing work in accordance with this agreement will be at your discretion and will not be reimbursed by AVA.

It is understood and agreed that the work is undertaken by you as an independent contractor and not as an employee of AVA.

If the terms of this letter are acceptable to you, please so indicate by signing and returning to Dr. Garry R. Bice, the enclosed copy of this letter.

Sincerely,

I hereby accept the terms of this agreement. I certify that my employer has full knowledge of my acceptance of this agreement and interposes no objections to my performing the tasks required under the terms of this agreement.

Accepted:

____
(Signature)

____
(Date)

APPENDIX D.

GUIDELINES FOR POSITION PAPERS

SUGGESTED QUESTIONS TO BE ADDRESSED IN POSITION STATEMENTS

1. Do you (your group, organization etc.) view career education as an educational concept or as an operating program? Or some combination thereof?

2. What differentiates vocational education from career education in terms of?

   (a) Career development
   (b) Career decision making
   (c) Occupational Preparation
   (d) Recurrent (adult) education

3. How do you visualize vocational education affecting the total educational program? Identify some specific areas or ways in which this is or could be done.

4. What responsibilities do vocational education teachers have in helping "other" teachers to use the learning by doing process? What are some specific ways that this can be accomplished?

5. What institutional and/or organizational requirements need attention in order to establish durable relationships between vocational education and career education?

6. Are there basic policy questions about vocational education and career education that are as of now unresolved? If so, what are they?

SUGGESTED FORMAT FOR POSITION PAPERS

(Document could be up to 20 pages in length)

I. Perspective from which you address the problem
Basic tenets or foundations

II. Differentiating Between Vocational and Career Education
(or - Similarities and Contrasts)

- Similarities
- Differences
- Shared responsibilities
- Areas where efforts are duplicated
- Unanswered questions

III. The Role of Vocational Education in Relationship to Career Education

- Students served
- Curricula
- Staffing and staff development
- Kinds or types of experiences
- Administrative organization and supervision
- Other

IV. Examples of Exemplary Programs (total programs or individual components)
That Have Linked Vocational and Career Education

V. The Job Yet To Be Done

- Conflicts in thinking
- Policy or operational issues unresolved
- Where do we go from here

American Vocational Association Inc. 1510 H Street N.W. Washington, D.C. 20005 (202-737-3722)

ava

(Sample letter inviting position statements)

Dear (association, organization, etc.)

The American Vocational Association has been awarded a grant from the U.S. Office of Education to develop an exemplary model to "Communicate Career Education Philosophy, Methods, Program Activities, Evaluation Results and the Linkage with Vocational Education."

In order for AVA to maximize its potential to formulate and communicate a rationalized position on the relationship between vocational education and career education, we are soliciting position statements from associations, organizations and other major interests groups within the AVA which are concerned about the future clarification and expansion of those relationships. We invite a position statement, from the group you represent, highlighting the differential capability of vocational education programs to implement career education concepts. You may use whatever process you choose to develop a new position statement or modify, update, amend or otherwise change or reaffirm position(s) that your group may have previously taken.

As a point of departure for the position statements, we would like to have your group accept the most generally accepted definitions of career education and vocational education within U.S.O.E. (See attached definitions)

The project does not have funds to pay for any costs your group may incur in this effort. We would however, like to suggest a few points or questions to be considered and a format to use in reporting your position. We do this because we are updating position statements from more than 30 different groups within AVA.

In order to be of most benefit, we need to have the position statement from your group by March 1, 1977.

APPENDIX E.

JOURNAL ARTICLES

JOURNAL ARTICLES

"Task Force Report on Career Education" American Vocational Journal January, 1972 (pp. 12-14)

Marland, Sidney P. "Career Education 300 Days Later" American Vocational Journal February 1977 (pp. 14-17)

"Career Education Means: An Entirely New Curriculum" American Vocational Journal February, 1972 (p. 24)

"Researchers Discuss Career Education Performance Goals" American Vocational Journal February, 1972 (p. 25)

Wykle, James H. "Career Education: Facts and Expectations" American Vocational Journal February, 1972 (pp. 50-54)

Cross, Aleene and Shoemaker, Byrl. "Education for Careers: A Convention Report" American Vocational Journal March, 1972 (pp. 24-26)

Marland, Sidney P. "Career Education: Every Student Headed for a Goal" American Vocational Journal March 1972 (pp. 34-36, 62)

VanKaughnett, B.C. and Justiz, T.B. "Pontiac: Career Education Community" American Vocational Journal (pp. 37-38)

Drier, Harry N. "Career Development Activities Permeate Wisconsin Curriculum" American Vocational Journal (March 1972 (pp. 39-41)

Stamps, B.J. "Career Education-Big D Style" American Vocational Journal March 1972 (pp. 42-44)

Swanson, Gordon I. "Career Education: Barriers to Implementation American Vocational Journal March 1972 (pp. 81-82)

Hoyt, Kenneth B. "Career Education and Career Choice" American Vocational Journal March 1972 (pp. 84-88)

Bottoms, Gene E. "State Level Management for Career Education" American Vocational Journal March 1972 (pp. 89-92)

Laramore, Darryl. "Career Education Concept Filters Down" American Vocational Journal September 1972 (pp. 45-47, 48)

Whitehead, Charles O. "Bridging a Gap in Career Education" American Vocational Journal September 1972 (pp. 51-53)

Shimberg, Benjamin. "Stop the Band Wagon I Want to Get Off" American Vocational Journal October 1972 (pp. 47-49)

McDowell, Glen. "A Concerned Look at Career Education" American Vocational Journal February 1973 (pp. 30-31)

Boone, James L. Jr. "Postsecondary Educators Discuss Their Role in Career Education" American Vocational Journal February 1973 (pp. 32-33)

Church, O. LaBarre, J. and Scrittorale, L. "Exploring the Business Teacher's Role in Career Education" American Vocational Journal February 1973 (pp. 47-51)

Smith, Edward D. "Weaving Guidance into Career Education" American Vocational Journal February 1973 (pp. 60-63)

"Home Economics Highlights" American Vocational Journal February 1973 (pp. 68-71)

Toupin, Harold O. "They Call It Career Education in Hopkins, Minnesota" American Vocational Journal (pp. 61-62)

Marshall, Howard E. and Carey, Niel. "Community Resources for Career Education" American Vocational Journal December 1973 (pp. 28-30)

"Ottina Discusses Educational Needs, Career Education Strategies" American Vocational Journal February 1974 (pp. 19-21)

Worthington, Robert M. "Guidance and the Promises and Demands of Career Education" American Vocational Journal March 1974 (pp. 62-64)

Triplett, Napolean B. "Career Education at Mesa Verde" American Vocational Journal May 1974 (pp. 28-29)

Singer Barbara J. and Singer, Norman M. "Career Education in a Social Studies Context" American Vocational Journal May 1974 (pp. 30-31)

Lorson, Milton E. "Career Education's Most Vulnerable Front" American Vocational Journal May 1974 (pp. 43-44)

Hoyt Kenneth B. "Business Office Occupations and D.E.: Keys to Career Education" American Vocational Journal February 1975 (pp. 34-38, 57)

Church, Olive. "Learning and Scheming for Career Education" American Vocational Journal February 1975 (pp. 86-88, 91)

Barton, John C. and Moore, Allen B. "Career Education for Adults: What's Available?" American Vocational Journal September 1975 (pp. 58-60)

"National Forum on Career Education" American Vocational Journal April 1976 (p. 46)

Russell Earl B. "Career Education in the Middle School" American Vocational Journal December 1976 (p. 27)

Cyr, Angela V. "Preparing High School Students for Involvement in Health Careers" American Vocational Journal September 1976 (p. 48)

Hohenshil, Thomas H. and Ryan Charles W. "Continuing Professional Development in Career Guidance" American Vocational Journal March 1977 (p. 40)

Wircenski, Jerry L. and Fales, James F. "Industrial Arts: Vehicle for Career Awareness in the Elementary School" American Vocational Journal May 1977 (p. 53)

APPENDIX F.

LIST OF CONTRIBUTORS AND SUBMITTERS OF STATE ASSOCIATION POSITION PAPERS

313

Church, Olive Ph.D. "What's In A Name?"

Florida Vocational Association. "Legislative Position Paper"

Fuller, Garry R. "Career Education and The Alaska Department of Education"

Indiana Vocational Association. "Career Education: From There To Here!"

Kentucky Vocational Association. "A Response To The AVA Research Effort On Career Education"

Kerwood, Robert V. "The Relationship Between Vocational Education and Career Education"

Klaurens, Mary Ph.D. "Vocational Education and Career Education"

Minnesota State Board of Education. "Position Paper on Career Education"

National Manpower Training Association. "Career Education and Vocational Education"

Rhode Island Executive Council For Occupational and Career Education. "Relationship Between Vocational Education and Career Education"

South Dakota Division of Vocational Technical Education. "Views on Vocational and Career Education"

Washington Vocational Association. "Relationship Between Vocational Education and Career Education"

West Virginia Vocational Association. "Position Statement"

Wisconsin Department of Public Instruction. "The Development of a Wisconsin State Plan for Career Education"

APPENDIX G.

COMPETENCIES NEEDED BY VOCATIONAL EDUCATORS

MASTER LIST OF CATEGORIES AND PERFORMANCE ELEMENTS
FOR VOCATIONAL TEACHERS

I. Program Planning, Development, and Evaluation

1. Organize a sterring committee to assist in the preplanning activities of a community survey.

2. Identify the geographical area in which a community survey will be conducted.

3. Obtain administrative approval for conducting a community survey.

4. Solicit assistance of the vocational education personnel from the state department and/or university in conducting a community survey.

5. Adapt existing community survey materials to local needs.

6. Consult the chamber of commerce to identify area employers to be conducted in a community survey.

7. Consult the local office of the U.S. Employment Service to obtain information on manpower trends and needs.

8. Persuade labor representatives to participate in a community survey.

9. Involve the steering committee in conducting a community survey.

10. Recruit teachers and guidance personnel to participate in conducting a community survey.

11. Establish communication with employer representatives who will be involved in a community survey.

12. Devise a plan of activities for the survey staff to follow in conducting a community survey.

13. Publicize the purposes and objectives of a community survey.

14. Orient the survey staff to their duties and responsibilities in collecting occupational data.

15. Direct students in the collection of data for a community survey.

16. Collect occupational data from employers to identify vocational education needs.

17. Collect student occupational data from employers to identify vocational education needs.

18. Recommend a vocational education program based on the findings of a community survey.

19. Disseminate the findings of a community survey.

20. Identify the role and function of the advisory committee.

21. Establish the criteria for selection of the advisory committee members.

22. Obtain school board authorization for organizing the advisory committee.

23. Obtain administrative approval of the selected advisory committee members.

24. Publicize to the school and community the establishment of the advisory committee, its members, and its function.

25. Orient the advisory committee members of their role and function.

26. Plan the annual agenda to be considered by the advisory committee.

27. Communicate the date, place, and agenda for the advisory committee meetings to all persons concerned.

28. Invite resource persons who can provide consultation service to attend the advisory committee meetings.

29. Serve as the liaison for the advisory committee and the school administration.

30. Assist in the identification of the school's vocational education purposes and goals.

31. Determine the occupations for which training is to be offered in the vocational education programs.

32. Consult the advisory committee in planning and analysis of an occupation.

33. Analyze occupations with the assistance of employers and labor representatives.

34. Identify the competencies needed for entry into an occupation.

35. Describe the occupational standards of performence for each task in an occupation.

36. Assist in writing general objectives for the vocational education program offerings.

37. Develop vocational education offerings by clustering and sequencing related tasks.

38. Identify the knowledge and attitudes required for the performance of each task included in a vocational education offering.

39. Write student performance objectives for the vocational education offering.

40. Consult the advisory committee in developing a long-range program plan for vocational education.

41. Analyze long-range needs for the offerings of the vocational education program.

42. Specify the long-range facility, equipment, and supply needs for the vocational education program.

43. Assist in the preparation of a long-range budget for the vocational education program.

44. Identify the long-range needs for employing faculty for the vocational education program.

45. Assist in preparing the long-range program plan for vocational education.

46. Analyze continual follow-up information on the placement, employment, and training status of each graduate of the vocational education program.

47. Obtain follow-up data from employers of graduates of the vocational education program.

48. Determine the reasons students leave the vocational education program.

49. Review supervisory evaluation reports for assessing the vocational education program.

50. Assess the relevancy of the vocational education offerings.

51. Disseminate a summary of the vocational education program evaluation to administrators, advisory committee members, and members of the board of education.

II. Planning of Instruction

52. Review general objectives for the vocational education offerings.

53. Review student performance objectives developed for the vocational education offerings.

54. Sequence student performance objectives for an offering in the vocational education program.

55. Determine student needs and interests.

56. Involve the students in planning a unit.

57. Select student performance objectives for a unit.

58. Write content outline for a unit.

59. Correlate unit content with on-the-job and/or laboratory experiences.

60. Determine for a unit group and individual learning experiences based on individual differences of students.

61. Select methods of evaluation student performance throughout a unit.

62. Identify the student performance objectives for a lesson.

63. Select teaching techniques for a lesson.

64. Plan the introduction of a lesson.

65. Plan the content of a lesson.

66. Plan the summary of a lesson.

67. Plan student learning experiences for a lesson.

68. Select methods of evaluating students' attainment of specific student performance objectives.

69. Write a lesson plan.

70. Obtain textbook, reference, and other instructional materials.

71. Select tools and/or equipment for a lesson.

72. Assemble consumable supplies for instructional purposes.

73. Develop original instructional materials such as individualized related assignment sheets, transparencies, and charts.

74. Involve students in the preparation of instructional materials.

75. Obtain programmed instructional materials.

76. Prepare instructional materials with a spirit duplicator.

77. Prepare instructional materials with a stencil duplicator.

78. Prepare instructional materials (hard copy and transparency) with a photocopier.

III. Execution of Instruction

79. Conduct field trips.

80. Direct students in gathering information from sources in the community.

81. Conduct symposiums.

82. Conduct brainstorming sessions.

83. Direct student presentations.

84. Direct students in instructing other students.

85. Direct simulation techniques.

86. Conduct group supervised study.

87. Direct student laboratory experience.

88. Direct students in applying problem-solving techniques.

89. Present information through case study problems.

90. Present information by the project method.

91. Direct student study of textbooks, bulletins, and pamphlets.

92. Direct student study of information and assignment sheets.

93. Direct students in preparing laboratory work or job plans.

94. Guide student progress through the use of operation and/or job sheets.

95. Lead group discussions.

96. Conduct panel discussions.

97. Conduct buzz groups.

98. Employ the question box technique.

99. Employ role-playing techniques.

100. Introduce a lesson.

101. Obtain summary for a lesson.

102. Employ oral questioning techniques.

103. Acknowledge student verbal and nonverbal cues.

104. Enrich instruction to challenge the abilities of the more capable student.

105. Reinforce learning.

106. Provide remedial work for slow learners.

107. Employ reward techniques.

108. Establish frames of reference to enable the students to understand a situation from several points of view.

109. Apply nonverbal techniques.

110. Demonstrate a manipulative skill.

111. Present a concept or principle through a demonstration.

112. Give a lecture.

113. Give an illustrated talk.

114. Present information with analogies.

115. Present information by use of individualized instruction.

116. Present information through team teaching.

117. Give an assignment.

118. Present information with the assistance of a resource person.

119. Present information with bulletin boards.

120. Present information with exhibits.

121. Illustrate with models and real objects.

122. Present information with an overhead projector.

123. Present information with an opaque projector.

124. Present information with filmstrips.

125. Present information with slides.

126. Present information with sound motion pictures.

127. Present information with single concept films.

128. Present information with an audio recorder.

129. Present information with a video recorder or closed circuit television.

130. Present information with a tele-lecture.

131. Present information with a record player.

132. Present information with educational television.

133. Direct teaching-machine programmed instruction.

134. Present information by computer-assisted instruction.

135. Direct written programmed instruction.

136. Present information with aid of a flannel board.

137. Present information with the aid of a flip chart.

138. Present information with the aid of a chalkborad.

IV. Evaluation of Instruction

139. Establish criteria for student performance.

140. Formulate a system of grading consistent with school policy.

141. Appraise students' products according to occupational performance standards.

142. Appraise students' performance in relation to student performance objectives.

143. Evaluate individualized assignments completed under directed study.

144. Devise self-evaluation techniques for use by students.

145. Arrange for students to evaluate their own progress.

146. Engage in cooperative evaluation of achievement with students.

147. Determine students' grades based on related instruction and laboratory or on-the-job experience.

148. Interpret students' evaluation of instruction.

149. Formulate essay test items.

150. Formulate true-false tests items.

151. Formulate completion tests items.

152. Formulate matching tests items.

153. Formulate multiple-choice tests items.

154. Devise laboratory performance tests.

155. Devise laboratory performance ratings sheets.

156. Formulate tests items for an oral test.

157. Administer teacher-made tests.

158. Devise case study problems.

159. Analyze tests for validity.

160. Analyze tests for reliability.

161. Review student progress and/or achievement records to assess effectiveness of instruction.

162. Involve students in formulating the procedures for their participation in the evaluation of instruction.

163. Obtain information from fellow teachers and supervisory personnel regarding the quality of one's instruction.

164. Seek opportunities for self-evaluation of instruction.

V. Management

165. Compile a list of supplies needed for the academic year.

166. Identify new tools and/or equipment needed for the academic year.

167. Recommend reference books and periodicals related to vocational education that should be added to the library.

168. Prepare a capital outlay budget proposal for new equipment.

169. Plan an operating budget proposal for consumable supplies, services, and instructional materials.

170. Prepare a budget for estimating travel expenses incurred in vocational activities.

171. Arrange for additional vocational facilities to accommodate expanded enrollments and tehnological advancements.

172. Prepare purchase requests for approved vocational equipment and supplies.

173. Design a procedure for acquiring needed consumable supplies and materials.

174. Accept gifts or donations of supplies and equipment for the vocational education program in accordance with school policy.

175. Devise a system for determining and collecting student fees for consumable supplies.

176. Structure a filing system for records and report forms.

177. Supply the data for vocational reports required by the state department of education.

178. Devise a filing system for instructional materials.

179. Devise a system for maintaining occupational opportunity information for use by vocational students.

180. Record vocational student attendance according to school policy.

181. Record vocational students' grades according to school policy.

182. Assemble individual student files documenting personal characteristics, attitudes, and grades.

183. Provide approved safety apparel and devices for vocational students assigned to hazardous equipment.

184. Establish a procedure for attending to the first aid needs of vocational students.

185. Maintain a record of safety instruction presented in compliance with safety laws and regulations.

186. Uphold school standards of expected student behavior.

187. Formulate with students acceptable standards of behavior in vocational classrooms and laboratories.

188. Uphold acceptable standards of student behavior in vocational classrooms and laboratories.

189. Carry out approved disciplinary action when warranted.

190. Encourage students to exercise self-discipline.

191. Control outbursts of fighting and aggressive behavior.

192. Maintain an inventory of vocational tools, supplies, and equipment.

193. Establish a system for repairing and servicing tools and equipment in the laboratory.

194. Arrange for the storage and security of supplies and equipment.

195. Implement student check-out procedures for tools, supplies, and equipment used in the laboratory.

196. Direct students in a system for cleaning and maintaining the laboratory.

197. Schedule laboratory equipment for maximum utilization by students.

198. Arrange layout of the vocational laboratory to simulate the occupational environment.

199. Arrange laboratory work areas and storage space to facilitate student work performance.

200. Control heat, light, and ventilation in vocational laboratories and classrooms.

201. Establish a policy for use of the physical facilities and equipment by other school personnel and outside groups.

VI. Guidance

202. Determine students' background and environment.

203. Administer subject-matter diagnostic tests.

204. Analyze students' cumulative records.

205. Maintain anecdotal records.

206. Determine relationships among students through the sociogram or other sociometric techniques.

207. Review students' autobiographies for information to aid in understanding the students.

208. Assemble information for case study reports.

209. Communicate with prospective and continuing students during the summer.

210. Maintain an open door policy for student consultation.

211. Encourage students to discuss career aspirations.

212. Demonstrate a regard for and an interest in students as individuals.

213. Develop constructive working relationships among students.

214. Demonstrate personal concern for the student and his family.

215. Conduct home visits.

216. Recognize potential problems of students.

217. Conduct a conference with a student.

218. Conduct group conferences.

219. Confer with the student and his parents regarding his educational development.

220. Interpret occupational tests and inventories to students.

221. Assist students in developing good study habits.

222. Establish communication patterns for exchanging information and for cooperating with the guidance staff.

223. Supply guidance staff with performance data about students.

224. Refer students to guidance staff and other specialists.

225. Assist students with their problems by working cooperatively with outside agencies such as health and welfare services.

226. Work with other teachers to help students with individiual concerns.

227. Refer students to qualified resource persons for occupational and educational information.

228. Arrange with professional staff for administration and interpretation of personality, aptitude, and intelligence tests for specific students.

229. Arrange for the local office of the U.S. Employment Service to administer and interpret the General Aptitude Test Battery.

230. Present information to students on occupational opportunities.

231. Present information to students on advanced training and education at opportunities available to them.

232. Assist students in determining ways to best describe their salable skills.

233. Write letters of recommendation for students.

234. Assist graduating students in preparing for interviews with potential employers.

235. Assist students in securing and completing applications for jobs, scholarships, educational loans, or college admission.

VII. School-Community Relations

236. Assist in the development of policies regarding school-community relations.

237. Plan the school-community relations activities for vocational education program.

238. Procure clearance from the school administration to conduct school-community relations activities related to the vocational education program.

239. Express a philosophy consistent with that of the vocational faculty.

240. Speak to school and community groups about the vocational education program.

241. Provide brochures to inform the school and community about the vocational program.

242. Provide displays in the school and community about the vocational education program.

243. Prepare news releases and manuscripts on activities of the vocational education program for newspapers and other periodicals.

244. Present activities of the vocational education program on television.

245. Present activities of the vocational education program on radio.

246. Direct student presentations describing activities of the vocational education program.

247. Conduct an open house to familiarize members of the school and community with activities of the vocational education program.

248. Sponsor student-parent activities for the vocational education program.

249. Assist with special community social events.

250. Assist with community business and industry sponsored activities.

251. Serve in professional nonvocational organizations to improve the image of the vocational education program.

252. Serve in a community civic, service, or social organization to improve the image of the vocational education program.

253. Provide consultant services to local business and industry.

254. Maintain liaison with union officials and employers.

255. Maintain liaison with employment agencies.

256. Maintain liaison with community professional, service, fraternal, social, and religious organizations.

257. Maintain good relations with other schools.

258. Maintain liaison with state department personnel.

259. Obtain informal feedback on the vocational education program through contacts with individuals in the school and community.

260. Conduct opinion surveys in the school and community concerning the vocational education program.

261. Analyze enrollment trends to determine student and parent acceptance of the vocational education program.

262. Obtain information from parents relative to their expectations of the vocational education program.

263. Consult the advisory committee to obtain information concerning their expectations of the vocational education program.

264. Acquire information from members of the community power structure (e.g., political, social, and economic pressure groups) regarding their expectations of the vocational education program.

265. Study community voting results on financial issues affecting the vocational education program to determine community support.

266. Study in-school election results (student council, class officers) to determine the image of the vocational students in school.

267. Maintain working relationships with the school administration and faculty.

268. Assist in planning the goals of the total school program.

269. Maintain working relationships with the school supporting staff through cooperation and mutual effort.

VIII. Student Vocational Organization

270. Obtain approval from the school administration for establishing the student vocational organization.

271. Contact state department personnel regarding the steps to be followed in organizing a student vocational organization.

272. Acquaint prospective members and their parents with the purposes, activities, and values of the student vocational organization.

273. Organize a student committee to assess student interest in joining a student vocational organization.

274. Assist in the development of a constitution and bylaws for the student vocational organization.

275. Conduct an organizational meeting for a student vocational organization.

276. Direct initiation activities of the student vocational organization.

277. Orient students to the student vocational organization.

278. Assist in the election and installation of officers of the student vocational organization.

279. Conduct a leadership training session for the officers of the student vocational organization.

280. Obtain the assistance of state department personnel in maintenance of the student vocational organization.

281. Assist students in developing a yearly program of work for the student vocational organization.

282. Assist students in advancing within the available degrees in the student vocational organization.

283. Supervise social and educational activities for the student vocational organization.

284. Involve elected chapter parents in the activities of the student vocational organization.

285. Assist students with publicizing the student vocational organizational activities.

286. Assist students with the financial management of the student vocational organization.

287. Assist in planning and organizing fund-raising activities for the student vocational organization.

288. Maintain a file of publications available for the student vocational organization.

289. Supervise the development of an annual handbook for the student vocational organization.

290. Supervise the development of a chapter scrapbook for the student vocational organization.

291. Evaluate the student vocational organization.

292. Affiliate the student vocational organization with the state and national vocational organizations.

293. Assist in the preparation of state and national reports for the student vocational organization.

294. Provide advice for student entries in state and national student vocational organization contests.

295. Send student representatives to district, state, regional, and national student vocational organization activities.

296. Assist in the development of rules and procedures for conducting district, state, regional, and national student vocational organization contests.

297. Serve as an advisor or judge for district, state, regional, or national student vocational organization contests.

298. Participate in district, state, regional, and national activities of the student vocational organization.

IX. Professional Role and Development

299. Identify current trends of the teaching profession.

300. Promote the attainment of the goals of the teaching profession.

301. Express a personal professional philosophy consistent with the goals of the teaching profession.

302. Express a personal professional philosophy consistent with the goals of vocational education.

303. Maintain the ethnical standards expected of a professsional educator.

304. Exchange observational visits, innovations, and ideas with others in the profession.

305. Support professional organizations through membership and attendance at meetings.

306. Serve professional organizations as an officer and/or chairman or membership of a committee.

307. Represent the teaching profession as a committee member, delegate, or program participant at meetings and activities of other related professions.

308. Participate in experimental and other data collecting research activities.

309. Write an article or book for publication which contributes to the literature of the profession.

310. Assist in orienting teachers who are new to the school system.

311. Work with a team from the school and/or community on pertinent school activities.

312. Serve community needs by contributing professional expertise to community activities.

313. Consult supervisory and administrative evaluations to determine attitudes of others toward one's personal and professional abilities and limitations.

314. Use a self-analysis form to evaluate personal and professional abilities and limitations.

315. Select the teaching position which is in keeping with personal and professional abilities and limitations.

316. Maintain professional certification through enrolling in graduate, extension, and in-service education programs.

317. Expand educational background and leadership potential by achieving advanced degrees.

318. Keep up-to-date through reading professional literature.

319. Acquire new occupational skills and information needed to keep pace with technological advancement in vocational education.

320. Update professional personnel file regularly.

321. Participate in noninstructional school activities (cafeteria supervision, homeroom, bus duty, chaperoning, etc.).

322. Assist with nonvocational student organization activities.

323. Provide opportunities for potential teachers to observe and participate in the public school program.

324. Interpret the policies and regulations of the local school district to the student teacher.

325. Plan activities for the student teacher which draw upon and enrich college course work.

326. Assign responsibilities commensurate with the student teacher's background of knowledge and experience.

327. Demonstrate instructional techniques for student teachers.

328. Consult regularly with the student teacher regarding planning, implementing, and evaluating teaching.

329. Confer regularly with the student teacher.

330. Confer with the college supervisor and the student teacher regarding plans for and evaluation of the total student teaching experience.

X. Coordination

331. Establish criteria for selection of student-learners.

332. Provide prospective student-learners with resource materials on occupational opportunities to aid them in selecting a vocation.

333. Administer occupational tests relative to student-learner selection and placement.

334. Gather student-learner selection data.

335. Interview students and parents to obtain student-learner interest and aptitude information.

336. Identify a prospective student-learner on the basis of selection criteria and data.

337. Match a student-learner's unique characteristics with an appropriate training station.

338. Negotiate on-the-job training hours and wages for student-learners.

339. Establish criteria for evaluating the training station potential of a business or industry.

340. Identify prospective cooperating employers to provide on-the-job training stations.

341. Establish criteria to evaluate qualifications of prospective on-the-job instructors.

342. Assess training capability of the on-the-job instructor of the prospective training station.

343. Assess educational adequacy of the prospective training station's facilities and equipment.

344. Assess safety provisions of the facilities and equipment of the prospective training station.

345. Convince an employer to provide a training station for cooperative vocational education.

346. Arrange with a union to make contract provisions for student-learners.

347. Develop a training agreement between student-learner. parent, school and cooperating employer.

348. Arrange school and work schedules with student-learners and school and employing personnel.

349. Develop a systematic training plan with the cooperating employer and/or the on-the-job instructor.

350. Aid student-learners in procuring work permits.

351. Assist the cooperating employer in obtaining information concerning federal and state wage and hour classifications.

352. Assist the cooperating employer in acquiring a federal permit to pay a training wage.

353. Assist the cooperating employer in verfying the legality of employing a student-learner in a hazardous occupation.

354. Establish the cooperating employer's qualifications for reimbursement for training a student-learner.

355. Obtain reimbursement for the cooperating employer providing on-the-job training.

356. Obtain reimbursement for the student-learner for allowable training costs such as clothing and tools.

357. Prepare the student-learner for an interview with the cooperating employer and training station personnel.

358. Assist the student-learner in on-the-job training orientation.

359. Assist the cooperating employer's personnel in accepting the training status and role of the student-learner.

360. Maintain good working relationships with training station personnel.

361. Develop a procedure to insure student's safety and protection in the training station.

362. Develop a plan for supervision of on-the-job training.

363. Inform the administration of the coordination itinerary.

364. Assess the on-the-job experience daily reports with the student-learner to plan future instruction.

365. Encourage the on-the-job instructor to follow the training plan in providing experiences for the student-learner.

366. Maintain the student-learner's progress reports for on-the-job training and related instruction.

367. Examine the student-learner's progress reports to determine future on-the-job training experiences and related instruction.

368. Maintain a record of individual work hours, wages, and work experiences of on-the-job training.

369. Assist the student-learner in the solution of problems related to on-the-job training.

370. Control student-learner absenteeism from school and on-the-job training.

371. Control the transfer of student-learners within the cooperative vocational education program and to other school programs.

372. Conduct termination procedures for on-the-job training for the student-learner when conditions demand it.

373. Sponsor an employer-employee appreciation event.

374. Evaluate the student-learner's work qualities and habits on the job.

375. Evaluate the student-learner's personal traits and characteristics on the job.

376. Check the student-learner's progress in acquiring skills on the job.

377. Check the student-learner's progress with the on-the-job instructor and other training station personnel.

378. Assess the student-learner's performance with the assistance of the on-the-job instructor.

379. Obtain suggestions from the on-the-job instructor to guide the selection of lessons for related instruction.

380. Evaluate the quality of the on-the-job training received by the student-learner.

381. Provide a workshop to assist on-the-job instructors in techniques for teaching student-learners.

382. Assist the on-the-job instructor with development of teaching techniques during supervisory visits to the training station.

383. Update related instruction for student-learners on the basis of information on technology obtained from cooperating employers.

384. Obtain information from the advisory committee on ways to improve related instruction and on-the-job training.

APPENDIX H.

SUGGESTED ROLES OF CAREER EDUCATORS

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1. Teach self-awareness, socialization skills to pupils in the classroom.
2. Assist in coordination and implementation of career education.
3. Get principal to approve a counselor career education role plan for the year.
4. Assist teachers in relating subjects to career education.
5. Assist administrators in understanding career education concepts.
6. Explain career education to parents and the community.
7. Help teachers in career awareness activities.
8. Manage the scope and sequence aspects of career education.
9. Provide and disseminate career education materials, along with an evaluation of such materials by the counselor.
10. Design and implement a work exploration program.
11. Place students in part-time work (paid and unpaid) while in high school.
12. Build and provide teachers a list of resource persons for career education.
13. Teach career decision making and values clarification.
14. Assist students in educational planning.
15. Teach students job-getting, job-holding, and job-seeking skills.
16. Identify teachers ready for and amenable to career education in-service.
17. Invent and provide teachers with lists of creative career education activities.

*Excerpt from Career Education Mini-Conferences, Final Report, by Richard Miguel, Center for Vocational Education, Ohio State University, July, 1976, Pages 87-89.

18. Construct homemade career education materials (filmstrips, slide/tape presentations, etc.) for teacher use in the classroom.

19. Serve as coordinator and implementer of field trips done as part of a career education effort.

20. Conduct student needs assessments illustrating need for career education.

21. Administer student tests (aptitude, interest, values) needed in career education.

22. Establish and operate career education resource centers for use by both teachers and students.

23. Serve as role models and in-service trainers of teachers who are interested in teaching decision making and values clarification.

24. Provide in-service education to teachers who want to learn group process.

25. Organize and manage a teacher-advisor system for career education.

26. Counselor role in curriculum development for career education:

    a. serve on total curriculum committee for the school;
    b. serve on departmental curriculum committees;
    c. reflect student needs to all curriculum planners;
    d. survey, evaluate, and provide teachers career education materials;
    e. encourage teachers to use alternative methods of delivery of subject matter using a career education approach;
    f. stimulate interaction between academic and vocational teachers; and
    g. be responsible for inserting and implementing a clear scope and sequence concern in career education.

27. Counselor role in evaluation of career education:

    a. collect self-report data (students, teachers, administrators);
    b. keep process records of counselor involement in career education;
    c. participate in development of career education evaluation instruments;
    d. interpret career education evaluation findings; and
    e. follow through with recommendations based on evaluation results.